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ABSTRACT

This document records proceedings of the joint hearings on the Child and Family Services Act, 1975 (bills S.626 and H.R.2966). Included are witnesses' testimony on March 14, 1975, statements presented, and additional information (including related publications and communications). (SB)

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CHILD AND FAMILY SERVICES ACT, 1975

ED127045

JOINT HEARINGS

BEFORE THE

SUBCOMMITTEE ON CHILDREN AND YOUTH

AND THE

SUBCOMMITTEE ON EMPLOYMENT, POVERTY, AND MIGRATORY LABOR

OF THE

COMMITTEE ON LABOR AND PUBLIC WELFARE UNITED STATES SENATE

AND THE

SUBCOMMITTEE ON SELECT EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR U.S. HOUSE OF REPRESENTATIVES

NINETY-FOURTH CONGRESS

FIRST SESSION

ON

S. 626 and H.R. 2966

TO PROVIDE FOR SERVICES TO CHILDREN AND THEIR FAMILIES, AND FOR OTHER PURPOSES

PART 5

MARCH 14, 1975

PS 008795

Printed for the use of the Senate Committee on Labor and Public Welfare and the House Committee on Education and Labor

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CHILD AND FAMILY SERVICES ACT, 1975

FRIDAY, MARCH 14, 1975

U.S. SENATE,
SUBCOMMITTEE ON CHILDREN AND YOUTH AND THE
SUBCOMMITTEE ON EMPLOYMENT, POVERTY,
AND MIGRATORY LABOR OF THE
COMMITTEE ON LABOR AND PUBLIC WELFARE;
AND THE SUBCOMMITTEE ON SELECT EDUCATION,
OF THE HOUSE COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittees met at 9:45 a.m., pursuant to call, in room 2175, Rayburn House Office Building, Hon. John Brademas, chairman of the Subcommittee on Select Education, presiding.

Present: Representatives Brademas, Lehman, Beard, Cornell, Hall, Miller, and Quie.

Staff present: A. Sidney Johnson III, professional staff member of the Subcommittee on Children and Youth; Jack Duncan, counsel, Subcommittee on Select Education; Larry Greenberg, minority counsel for Subcommittee on Children and Youth; and Martin LaVor, minority legislative associate, Subcommittee on Select Education.

Mr. BRADEMAS. The subcommittee will come to order.

We are opening the fifth day of joint hearings on S. 626 and H.R. 2966.

The hearings before today concentrated on the need for services to children and families in our society.

I think we have seen from what witnesses have so far said that there is indeed a need for the kinds of services that would be made possible under the bills under consideration.

There remain nonetheless, questions concerning how such services should be delivered, what should be the appropriate role of the Federal Government in making such services available, and how much should be invested in providing such services.

The Chair might observe that the distinguished Senator from Minnesota, Senator Mondale, who is the chairman of the Senate Subcommittee on Children and Youth and is the principal cosponsor of this bill, is unable to be here today because he is working on the tax reduction bill in the Senate Finance Committee.

But he is ably represented by counsel, Mr. Johnson here, today.

Senator Javits, another cosponsor of this bill in the Senate, is not able to be here as well because of business elsewhere, but is ably represented by counsel as well.

I would observe that we are going to hear this morning from a panel of members of the National Association for Child Development and

Education with respect to the appropriate role of profitmaking child care organizations.

We shall hear as well from a national panel on family day care as well as a panel on family day care of witnesses from New York.

Our first witness today is one who has already made a name for herself as a Representative from Colorado in the House of Representatives, Representative Patricia Schroeder of Colorado, who is the original sponsor of the Child Abuse Prevention and Treatment Act which was worked on in this subcommittee and which became law with the cosponsorship in the other body of Senator Mondale.

She has as well taken the leadership in demonstrating to her colleagues in the country the need for expanded child care facilities.

As I recall, Mrs. Schroeder, you brought your own young children to work with you in the House of Representatives 2 years ago to dramatize the need for expanded child care programs.

So we are very pleased to welcome my distinguished colleague to offer testimony today.

STATEMENT OF HON. PATRICIA SCHROEDER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF COLORADO

Mrs. SCHROEDER. Thank you very much, Mr. Chairman.

I have seven pages, I think, of formal testimony which I won't read to you because it would be the surest cure for insomnia. So if I could move to include this in the record at this time?

Mr. BRADEMAS. Without objection your remarks will be included.

Mrs. SCHROEDER. Very good. And with my testimony, I submit comments from Dr. Michael S. March, a former OMB budget analyst, who is presently professor of public affairs at the University of Colorado. I think it is an excellent article on Federal budget priorities for children and youth.

Mr. BRADEMAS. Without objection the article as well will be included.

[The prepared statement of Mrs. Schroeder and the information referred to follows:]

PREPARED STATEMENT OF HON. PATRICIA SCHROEDER

Mr. Chairman, Members of the Select Subcommittee on Education, I appreciate the opportunity you have given me to speak in favor of H.R. 2969, the Child and Family Services Act of 1975 and its comprehensive approach to the needs of children of all ages. I particularly applaud its versatility, utilizing both homes and centers for day care, while providing education, health, nutrition, and social services; the inclusion of before- and after-school and summer programs to meet the special needs of families; the parental involvement at all stages of the program; its aim to serve children in all socioeconomic groups; its special activities to ameliorate children's handicaps and disabilities, to serve migrant and Indian children, to understand needs of minority and ethnic groups, to benefit the working poor by reserving not less than 65 percent of funds for services to the economically disadvantaged, and focusing on the needs of children of working mothers and single parents.

As a Federal government we have neglected children and youth. Children are the largest group among the American poor, representing 47% of the 24.5 million poor people in 1972. A disproportionately large number of deprived children are from minority groups who bear the effects of economic and social discrimination. The recent double-digit inflation and the simultaneous rise of unemployment to over 8% will escalate the number of poor and inflict hardship on many children, including children from former middle class families and especially children of minority families. Welfare rolls are rising noticeably.

The condition of our health care system is deporable, allowing some 40,000 infants in deprived families to die each year who could readily be saved by maternal and infant health care. National educational achievement has risen markedly and is an absolute necessity for effective social and economic participation in today's world. Nevertheless, about one-fifth of all youth are high school dropouts and many who graduate are functionally illiterate by objective military entrance tests.

We have a national paradox of lofty ideals and low-level performance when it comes to children. This problem begins in our homes, but much of it carries over to our public policies in local school districts and counties, States and Federal agencies. Hundreds of thousands of our children are virtually condemned to failure on the day they were born because of the social and economic disadvantages of their parents and inadequate communities.

Let's look at the extent to which children and youth are short-changed in the Federal budgetary and legislative processes. From 1960 to 1969, during the New Frontier-Great Society years, Federal expenditures for children and youth increased from $3.6 billion to $14.1 billion, while Federal benefits and services to the aged increased from $13.3 billion to $34.2 billion, averaging $180 per head for services to children and $1,800 for each elderly person, the aged being one-fourth as large a group as children and youth.

It is time that the Congress declare unequivocably that the welfare of children and youth is of top priority in this country. In terms of revenue sharing and other allocations of funds, children and youth programs must be considered of highest priority and designated as such in the allocation of Federal, State, and local funds. It is time that we provide for child advocacy at every level of government. The Congress should provide for an agency in the federal government which would be responsible for the surveillance and advocacy of children's rights and for the social services designed to implement those rights.

There are those who question whether we can afford to give to children and youth the services they need and deserve. The present climate in Washington and the nation show a reluctance to accept new programs, to undertake actions to redress the neglect of the past. But I ask if we can afford *not* to reorder our priorities in terms of children and youth.

We are all concerned, for example, with rising crime rates—for which youths are very largely responsible. However, few of us are cognizant of the basic causes of crime. A recent study by the Colorado

State Division of Youth Services analyzed 444 entrants committed to the State's Lookout Mountain School for Boys and the Mount View Girls School from July 1, 1972 to May 1, 1973. Over 90 percent of these "certified" delinquents had *learning disabilities*—such as inability to read, inability to think abstractly, and so forth. The average number of learning disabilities was 2.4 per youth. No wonder they failed in normal school pursuits and went into crime in the streets. We must ask ourselves this: What did our society do to identify their basic problems and correct them before these youths became antisocial. Did we give them a fair start in life? When a child is allowed to be born handicapped or to become so, it costs the public dearly. Education for a handicapped child is two or three times as expensive as for a normal child—and the results are smaller. A crime career costs society $500,000.

An exceptional feature of this bill is its involvement of parents in planning and policymakiing as well as the training and employment of paraprofessionals from the community itself. This emphasis on the role of the family and community in child care programs fosters a healthy interdependence in our society, rather than a situation of independence in which families often find themselves isolated, fractured and hopeless—outside a community of concern.

I favor the bill's endorsement of a variety of models for effective child care, streamlined to the needs of individual families.

Licensed family day care homes. Over 70 percent of all preschool children of working mothers in the United States are cared for in home-care situations. While many parents want to improve on the quality of care provided, they do not necessarily want care provided on a group basis in a center or outside their community. In the family day care home the mother supplements her income by caring for one or more children; the atmosphere is informal and homelike. Family day care is suitable for children who have a strong need for individualized adult attention or who have physical or emotional handicaps which might hinder them from taking part in group activities. Experimentation with this model has had interesting results. The Illinois Bell System, concerned about child care for employees, recruited mothers willing to care for other children in their homes, provided orientation and training at the Erikson Institute in Chicago, and placed children of its employees in these homes. Possibilities along this line would involve community colleges and universities in training mothers in child development to provide a more creative child care, including supervision and evening accredited courses in early childhood education, as has been done at the University of Florida in Gainesville.

There has been suggestion of an expanded "block mother" concept, which would train and permit indigenous women to function more effectively in their own communities. They could provide "back-up" services to help out in emergencies, with sick school children, and for coordinating telephone messages.

Some industry and labor representatives have made a start toward providing child care services, but the active participation of many more is required to meet present and future needs. Traditionally, a number of hospitals and textiles and clothing manufacturers have provided child care for their employees to increase the labor pool

and stabilize the work force. Certain trends seem to indicate greater possible involvement of industries in day care. Industry as a whole is broadening its views beyond a strictly economic focus, and increasingly, services are being brought to the work place—hot meals and health care. Individual industries are offering "fatter" fringe benefit packages in order to attract employees—health care insurance, stock options, parking spaces. Child care shouldn't be sold to industry on a solely economic basis, but as a preventive, rather than a therapeutic program, that recognizes the contribution of good child care to a healthy social/economic climate. Industries usually respond to a need of employees instead of creating a service on their own initiative—so that it is necessary that parents be aware of the variety of ways in which industry can contribute to a more adequate child care system.

(*a*) *Center in- or near-company facilities.*—The advantages of this model are the elimination of extra transportation costs, especially in these days of energy conservation, the proximity of children and parent, as well as company services, such as janitorial, security, legal, health, hot meals, which could easily be extended to the center. In Europe urban-industry centers have had to open their enrollment to children of the community around the plant to stay at capacity enrollment—which would provide a bridge between industry and community.

(*b*) *Community-based child-care centers.*—Community-based child-care centers offer a new model of industrial-supported day-care delivery. This care in the home community lacks the in-plant facilities which help subsidize the program, but might have greater parental involvement and become part of broader community services, such as health care, legal aide, etc. This coordination of services providing after-school supervision to older children, care for pre-schoolers, as well as health, recreation and other services is seen as an effective delivery model.

(*c*) *Industry support of existing day-care facilities.*—Other companies act as referral agents, keeping a registry of available day-care services. There are those who have granted vouchers to employees to purchase day care or contracted with existing centers for a specified number of care spaces. In several cities industry has contributed seed money grants or loans to potential day-care operators. In other instances a coalition of industries have started a center.

Effective day care must be an extension downward of the educational process. Besides health and nutrition, intellectual stimulation is vital to a growing child. Currently there is more of an awareness of the importance of a child's first five years of development. Recent experiments on infant behavior by Jerome Bruner and colleagues at Harvard have shown that very young children are able to organize and react to their environments precisely and predictably and with far greater control than was previously acknowledged. The research argues more for enriching the infant's experience at his own developmental level rather than bringing a higher level down to him. General agreement exists that early intervention improves the social and educational abilities of children, and recommendations for lowering the age of active schooling to at least three are frequent.

I personally feel that the educational component of day care is essential. Prior to 1968 there were no Federal standards for child care services provided under Federal legislation, but the Federal Interagency Day Care Requirements promulgated in 1968 were to be effective for all programs administered by the agencies. I must say that I was dismayed by the fact that these regulations were weakened in the 93rd Congress, when the House conferees accepted the Senate day care provision in the Social Services Amendments—which recommended the removal of the educational component from day care, turning it into custodial care, and increased child staff ratios for school age children. Although I am sure they did not intend it, the initial effect of the conferees was to say that the Federal Government does not think some poor children in day care need anything more than what we give dogs—kennel care. As we, who have studied children and their care know, children are unlike dogs. It is not enough to store them safely in a warehouse, with keepers. Children need educational services or they tune out—they become irreparably damaged—they end up, in the main, precisely incapable of function, so that when they are adults they must be on welfare, unemployment or institutionalized.

It is essential that the House change these provisions concerning day care requirements incorporated into the Social Services Amendments. H.R. 17045 as passed by the House showed our commitment to quality care for our children. State compliance with the Interagency requirements of 1968 has been intermittent; it is unacceptable that the Federal standards would be lowered. Quality child care is expensive, but I believe that the American childen, our greatest natural resource, deserve this financial expenditure.

FEDERAL BUDGET PRIORITIES AND CHILDREN AND YOUTH

Comments to the Citizens for Children at Portland, Oregon, November 19, 1974
by Dr. Michael S. Moran, Professor of Public Affairs,
University of Colorado

I have been asked to talk about Federal programs and priorities as they affect children and youth. This is a vital topic which deals with the central issue of creating a just society. My comments, of course, are my personal views as a professional analyst of national priorities.

I would like to cover briefly three points: First, the gap between our professed national attitudes toward children and our national performance in assuring them full opportunities for their development. Second, a review of Federal legislative and buegetary developments as they affect our young people. Third, some comments on how those who are advocates of children and youth might secure adequate Federal priorities for them.

These three points have a lot of bearing on one of the most important items on our national agenda of unfinished business: action to meet the needs of all the Nation's children so each of them has a full opportunity to attain his or her full potential.

First, let us consider the gap between rhetoric and performance.

We have had plenty of pronouncements regarding children and youth from many forums since 1909. There have been seven decennial White House Conferences on Children and Youth. We have had the Federal Interdepartmental Committee on Children and Youth, and the National Council of State Committees for Children and Youth, and many other private and publica organizations to promote the welfare of children.

In these organizations we have clearly seen that the quality of the United States as a society is being shaped for the decades ahead by how we rear and educate our children and youth. The attitudes and the capabilities of our 60 million young people are the most important guaranty we have that our society and our constitutional form of government will last through the decades ahead.

The people who attended the successive White House Conferences were intelligent and very dedicated. They made many perceptive statements and they were influential in coloring the pronouncements of national leaders. The 1930 Conference, for instance, boldly proclaimed "the children's charter", which was an admirable statement.

All the Presidents since Theodore Roosevelt have responded by making strong verbal commitments on behalf of children in their messages and press releases. President Nixon, in 1969, called, for example, for a "national commitment to providing for all American children an opportunity for healthful, stimulating development during the first five years of life...". But then in 1971 he vetoed the Child Development bill for day care of preschool children.

Broadly speaking, the implementation of the lofty promises made in the last 60 years regarding programs for children has been poor. President Jennson's

"Great Society" efforts made a good start in the anti-poverty and education areas, but social progress was side-tracked in favor of prosecuting the costly and divisive Vietnam War. By any reasonable standard of feasible humanitarian performance for this affluent country, the United States has failed its children and youth. The parents in the past have failed them in distressingly large numbers--and deterioration of the family structure augurs ill for the future. Many school districts and communities have failed their children. I doubt that any State can say it has succeeded in doing a proper job. Certainly the Federal Government has failed to do its fair share. The failures have been the result of inadequate commitment to goals, poor organization, and allocation of insufficient money.

The record has bright spots, to be sure. Let me cite two.

We have conquered most communicable diseases and have sharply reduced infant and child mortality. We are also the most educated, if not the best educated, country in the world.

Yet one of the principal findings of the 1970-71 White House Conference was the shocking conclusion that the Nation is still neglecting its children. Considerable data on the failure were assembled in a series of 8 background studies which were prepared under my direction for the Conference. Because of the interest shown by Senator Ribicoff, these were subsequently published in September 1971 by the Senate Committee on Government Operations under the title of "Government Operations under the title of "Government Research on the Problems of Children and Youth."

Consider also and explain the following phenomena with respect to our nation's children and youth:

Poverty has been reduced, but still about 12 million children and youth under age 21 were living in poverty in 1972 in families or as individuals. There were 7.8 million children on the welfare rolls in late calendar 1972--five times the number in 1950. Despite the rapid expansion of federal food programs in the last 7 years, many of these children receive inadequate nutrition for proper human development, and some of them still live in actual hunger.

Children are the largest group among the American poor. They were 47 percent of the 24.5 million poor in 1972. A disproportionately large number of deprived children are from minority groups who bear the effects of economic and social discrimination. The recent double-digit inflation and the simultaneous rise of unemployment to 6 percent will escalate the number of poor and inflict hardship on many children, including children from former middle class families and especially the children of minority families. Welfare rolls will rise.

The condition of our health care system is deplorable. Some 40,000 infants in deprived families die each year who could readily be saved by maternal and infant health care of the quality available today to most families. Most States today tolerate huge inequalities in infant death rates in their boundaries.

National education achievement has risen markedly and this is essential, because schooling is an absolute necessity for effective social and economic participation in today's world. Nevertheless, about one-fifth of all youth still drop out before finishing high school. And many who graduate are functionally illiterate by objective military entrance tests. As a result, based on data Office of Education technicians gave us in 1971, an estimated one-fourth of our young adults--approaching one million each year--leave the educational system unequipped with a 10th grade education, the level which experts adjudge is necessary to function effectively in our complex society.

Taken altogether, the mental and health deficits accrued by many of our children and youth are so substantial that a few years ago it was estimated that one-third of all young males could not meet regular military entrance standards. Military entrance standards have been relaxed to meet quotas of the new volunteer Army.

We have a national paradox of lofty ideals and low-level performance when it comes to children. This problem begins in our homes, but much of it carries over to our public policies in local school districts and counties, States, and Federal agencies.

The United States was founded on the principles of freedom and the worth and dignity of the individual. We subscribe readily to the philosophy that our country should assure adequate opportunity for the fullest development of the potentialities of each and every child.

Notwithstanding our ideals, our actual priorities, private and public, refute our philosophy of equality and full opportunity for children and youth. Our social, economic, and political institutions fail to deliver the opportunities our children need and which our national leaders promise for them. Our failure as a nation in this respect is hurtful to our national strength and subtracts from the common welfare. Proper development of our children and youth is probably the only feasible way to prevent a substantial degree of poverty, delinquency, violence, and social and political breakdown. It is hard to visualize a category of public programs which is more important to the prevention of social and economic ills in our society.

Hundreds of thousands of our children are virtually condemned to failure on the day they are born because of the social and economic disadvantages of their parents and inadequate communities.

We are all concerned, for example, with rising crime rates--for which youths are very largely responsible. However, few of us are cognizant of the basic causes of crime. A recent study of the Colorado State Division of Youth Services analyzed 444 entrants committed to the State's Lookout Mountain School for Boys and the Mount View Girls School from July 1, 1972 to May 1, 1973. Over 90 percent of these "certified" delinquents had learning disabilities--such as inability to read, inability to think abstractly, and so forth. The average number of learning disabilities was 2.4 per youth. No wonder they failed in normal school pursuits and went into crime in the streets. The question left is: What did our society do to identify their basic problems and correct them before these youths became antisocial? Did we give them a fair start in life?

When children are allowed to be born handicapped or to become so, it costs the public dearly. Education for a handicapped child is two or three times as expensive as for a normal child--and the results are smaller. A crime career costs the society $500,000.

It seems clear that when the futures of children are blighted, the nation's security and welfare are impaired and its future is short-sighted. Our national priorities need to be reordered to give children a better chance in life. Somehow we must find a way to close the gap between the big promises and the meager performance. This is a problem which the Federal Government faces, but also one which afflicts States, cities and counties--and individual families, too.

We come now to the second point on my agenda, the question of what recent Federal policies and budgetary action may mean for children and youth--and for the States and local governments, as well as for the Federal agencies in this field. Two sets of somewhat related policies developed by the Nixon Administration have very important implications for all of us who are concerned about the future of the country's children.

One is the policy of severe Federal budgetary stringency which was initiated late in calendar 1972 and made fully evident in President Nixon's budget for the fiscal year 1974. Numerous impoundments were attempted to kill off whole programs and even agencies, such as OEO. These actions deprived our children and youth.

The Federal budget is in trouble. In fiscal 1971 and 1972 the deficits each year exceeded $23 billion. For the fiscal years 1973 and 1974 the deficits totalled nearly $18 billion. For 1975, the problem is to prevent an increase in the $9 billion deficit bequeathed by President Nixon.

Past deficits have been the root cause of our present runaway inflation--the worst inflation since World War II. Inflation is recognized as being hurtful to families and destructive of economic strength.

President Ford is currently driving his Cabinet to cut $5 billion out of the 1975 budget and hold it to $300 billion. These actions will hit controllable programs very hard--and many programs for children and youth are in the controllable category. The Congress is never enthusiastic about tax increases--and especially so when unemployment is high and rising. Reallocation of resources within the Federal Budget is also very difficult to achieve.

The restrictions on the Federal budget mean that States, local governments, and families will have to shoulder directly a greater burden for their children. The Federal Government is already overcommitted, given its present tax level. But States and cities, too, are hit hard by double digit inflation. In many States education programs are being cut back because of inflation.

The second major set of policies comes under the label of the "new Federalism". It was President Nixon's policy to encourage States and localities to take over more of the job which government faces. He wanted decisions to be made as close to the people as possible, rather than in Washington. He pressed for the decentralization of Federal programs to the 10 Federal regions. However, this policy

has not carried any action to achieve a Federal-State-local partnership in developing coherent, coordinated programs for children and youth. For children and youth the "new federalism" so far represents a perpetuation of "business as usual" neglect.

Federal revenue sharing, which became law October 20, 1972, is an important facet of "the new federalism." Its purpose is to use Federal fiscal power to help States and local jurisdictions--which have serious problems but lack fiscal capability. General revenue sharing will provide Federal aid of $30 billion to the States, cities, and other local governments during the fiscal years 1972 through 1976.

General revenue sharing provides no major help for children and youth.

Two thirds of the allocations go to local "general" governments. Children's programs are left out of this share in two ways. First, school districts which are classified as "special" units of government, as is true in most States, are not eligible at all. Moreover, services for children and youth are omitted from the priority list for funds received by local governments--and the so-called "use reports" indicate that the localities turn their backs on educational needs.

The States receive the other one-third of the general revenue sharing funds. Education was initially the largest purpose of proposed State uses. However, some of this was substitution--offset by tax cuts. Moreover, there are great variations in use. The State of Colorado has allocated much of its share for sewers and for building at Colorado State University. As of June 30, 1974 it had actually spent only $7 million the the remainder of the $46 million of its general revenue sharing was sitting in a trust fund drawing interest. Meanwhile the State institutions for the mentally retarded were so grossly underfunded that, reportedly, a Federal investigation of abuses was in progress. Also, serious socio-economic disparities prevail in the State. The infant mortality rate, which is indicative of general conditions, in the worst county is nearly 80 per 1,000 births--or four times the average in Colorado.

The Federal revenue sharing programs are both an opportunity and a responsibility for the States and local governments. They will have to create mechanisms to set right priorities. If elementary and secondary education is to receive its share of local general revenue sharing, the proponents of children and youth will have to lobby the Committees of the Congress to allow school districts to share and to list children as a priority use by other local units. If the children and youth lose out on the use of the revenue sharing funds, the responsibility will be that of the States, cities, and counties.

Another thrust of the "new federalism" effort was to consolidate existing categorical grants into "block" grants. There have recently been two major Congressional enactments which rather significantly change the earlier rules of the road and bear careful watching by those who care for children and youth.

The Housing and Community Development Act of 1974 became law on August 22, 1974. It carries new funding authorizations of $11.9 billion for fiscal years 1975, 1976, and 1977. It initiates a major consolidated community development program, amends public housing laws and starts a new leased housing program, and has various other provisions.

It reserved one-fifth of the community development money for non-metropolitan areas.

The Education Amendments of 1974 (P.L. 93-380) received Presidential approval on last August 21. This law contains new allocation formulas for the distribution of funds for the educationally deprived and also authorized advance funding. The authorized level for appropriations totals $25 billion for 4 fiscal years, starting with $7.16 billion for fiscal year 1975. There is a sharp boost in the funding authorization for education of handicapped children in the first year. President Ford has made clear that he opposes what he calls "excessive funding" authorized in this law and will try to get the Congress not to appropriate the full amounts, according to a New York Times story on August 14.

We come now to the third point on my list, the question of Federal priorities for children and youth and how to improve them.

As one who has devoted his life to the public service--and spent more than a quarter of a century in the Bureau of the Budget and the Office of Management and Budget at the heart of the Federal Government--I have a strong feeling that public agencies have a large responsibility for meeting the presently unfulfilled needs of our Nation's children and youth.

If my feeling is correct, this means that State governments and the Federal Government will have to take more acion, because as we know the resources of local governments are heavily strained and are very uneven from jurisdiction to jurisdiction, as court decisions on education in California and Texas have brought out. In saying this I do not mean that individual families, and that private organizations as well as local communities, do not have a very important role. However, their financial means may be inadequate to their family and community responsibilities.

To say that the Federal Government must do more for children and youth, especially given the President's policies on cutting expenditures, immediately raises the issue of priorities. The $304 billion Federal budget already takes more than 20% of the GNP. The Government is, however, beleaguered on all sides by demand for scores of billions in additional spending. But there is also a reluctance to raise taxes. The competition for available budget resources is brutal, and if the young are to receive more, other purposes will have to receive less. Or, taxes will have to be raised to finance meritorious new programs.

Thus, if children and youth are to get their fair share, they need to be represented better in the Congress and at the Executive Office of the President. The decision-makers will have to be willing to provide more money for family planning, education, health, food and nutrition, day care, welfare, juvenile delinquency prevention, and the many other services for the normal and the exceptional children of the country.

During a sabbatical in 1969-70 to study at the Brookings Institution, I had occasion to review comprehensively the performance of the Federal Government with regard to its budgetary priorities. It seems fair to say that in the Federal budget the children suffer. The Federal Government must must make hard choices, and other groups lobby more persuasively. In the absence of an effective advocacy system and because children do not vote, it is often said they do not get their fair share.

even though they are the largest single group among the poor and represent 38 percent of the entire population.

I do not believe that either the policy makers or the people of the country understand the extent to which children and youth are shortchanged in the federal budgetary and legislative processes.

Let me cite some facts: From 1960 to 1969, during the New Frontier-Great Society years, the Federal outlays for the approximately 80 million children and youth under age 21 increased by about $10.5 billion to around $14.1 billion. The total averaged out to something less than $180 per head for all education, health, cash benefits, and other special assistance per child and youth.

During the same span of time, 1960-1969, Federal benefits and services for persons over age 65 increased by about $20.9 billion to $34.2 billion. Federal expenditures for the aged averaged about $1,800 per aged person in 1969. Thus the 19 million aged 65 were only one-fourth as large a group as children and youth, received increases in federal benefits and services more than twice as large in absolute terms as the children and youth. And per person federal aid for the aged was about 9.5 times as large on the average in 1969 than for the young. These figures cover only benefit and service programs such as cash benefits, health services, education, training, food, housing aid, and the like. They do not include allocations of general programs such as defense, law enforcement, aid to business, ect., which may less directly serve or benefit both the aged and the young.

The more recent estimates of the change from fiscal 1969 to the budget for 1975 as recommended by President Nixon show a continuation of the trend--and even a worsening of the comparison. Data for 1975 released in a budget "special analysis" (and somewhat adjusted by me to include widely omitted programs and to exclude outlays for elderly people not yet 65) show a striking increase for the aged.

The estimated increase in Federal outlays for the aged in the 6 Nixon years from 1969 to 1975 is $40.2 billion. Hence, in fiscal 1975 total planned Federal outlays for the aged will be $76.4 billion, or an average of more than $3,500 for every one of the 21 million aged persons in Federal funds alone. Needless to say, the budget analyses carefully bring together these figures, for the politicians see profit in catering to the aged.

There is no available official tabulation of the corresponding increase for children and youth, nor of the aggregate amount spent for their benefit. My rough estimate of their increase is $11.6 billion for the period of fiscal 1969 to 1975. This brings their total in 1975 to about $26 billion, or roughly $150 per young person--or only one-tenth of the per person outlay for aged persons.

The absolute dollar increase in the 6-year period for the aged is $40.2 billion versus only $11.9 billion for the young, so the aged got three times as much in total. The young, however, are roughly 4 times as numerous-- 80-plus million vs. 21 million aged. Hence, the increase for the aged was 12 times as much per capita as for the young in the last 6 years.

Over 12 million of the children and youth are in poverty (in 1973) compared to an estimated 3.7 million aged in poverty (in 1972), according to Census estimates. (The 20 percent increase in social security benefits in 1973 plus the enactment in 1972 of Federal supplemental security income payments for the aged should pull the [1]The Consumers' Price Index rose 24% from calendar 1960 to 1969 and about 35% from 1969 to 1974--thus cutting into the budget increases.

figure for the aged poor down sharply by 1974)

Overall, the aged who are only about 10 percent of the whole population in fiscal 1975 will receive 24 percent of all Federal budget outlays in special assistance; the children and youth who are 38% of the population will receive about 9% of the budget in their special programs. Moreover, the aged receive the great bulk of their portion in cash; the children and youth are being credited largelt with educational, manpower, health, and other services for which teachers and other adults in other families really get the money. No one knows to what extent the children and youth really benefit from some of these expenditures. A little table at the end of this paper summarizes the comparative figures by broad category.

The foregoing illustration is not intended to suggest that present benefits for the aged should be cut so the funds can be given to the young. It is intended to show what can be done by a determined and united group of advocates. It is conceivable that if the Government focussed on its people priorities meaningfully, it might want to favor both the young and the aged and to deemphasize other programs. Expenditures for the young are probably the best investment the United States can make for its future strength as a society and Nation.

The facts on our failures with our children and the figures from the budgets suggest that the people of our country do not care enough about their children to advocate their cause when it comes to money. If thye do care, they do not know hov to get their legislators and their Presidents to set human resovrces priorities in the Federal budget equitably and constructively.

The Nixon Administration made much propaganda about having "changed Priorities" by having reduced "defense" from 45 percent of the budget in 1968 to 39 percent in 1975, and having increased "human resources" programs from 32 percent in 1968 to 50 percent in 1975. They include in "human resources" all the veterans' programs for war-injured ex-srevicemen and nearly all the $74 billion in cash, medical, and other assistance for the aged. The latter benefits really are a form of "welfare", as recent press reports indicate President Ford and his staff are calling them, rather than an "investment" in productive people, as the term "human resources" connotes. Education, health, and related services for children and youth who will become producers in the future are probably the most genuine "human resource" investments the country can make-- but these have been neglected. This sort of corruption of budget presentations for political purposes is one cause of the Government's big credibility gap. Such comparisons are damaging to the public well-being because they mislead the people about budget priorities.

My former boss at the office of Management and Budget, Director Roy Ash, in Washington has recently floated a "trial balloon" about a possible effort to cut back some of the programs for which the Nixon Administration used to take credit. He has suggested possible reductions, of all things, in aid to Families with Dependent Children, social security, and revenue sharing.

Senator Proxmire, almost simultaneously, called attention to a little-known tax loophole by which big business could change accounting practices for inventories and realize $6 to $9 billion of tax breaks this year. This would be on top of $60 billion of tax loopholes which previously have been identified by the Joint Economic Committee. The Ford Administration is promoting more tax loopholes for business rather than closing them--at the same time that it proposes to cut "people" programs. If the Treasury and Chairman Wilbur Mills could close half the Federal tax loopholes now in existence, the Government could finance new programs for children and youth which would change our society for the better in a remarkable way.

Thus it becomes clear that at the center of the problem of the neglect of priorities for children and youth is the issue of reordering the budgetary priorities of the country. One important recommendation of the 1970 White House Conference on Children in this regard was that "At the national level... the proportion of our gross national product devoted to public expenditures for children and youth be increased by at least 50% during the next decade, and that the proportion of the Federal budget devoted to children be at least doubled during that period." In the 6 years since 1969, the share of children and youth in the Federal budget has gone only from 8% to 9%. The goal suggested by the White House Conference would be to reach 16 percent of the Federal budget by 1980.

When the Federal programs and the State and local programs are taken into account with what the families themselves can finance, the inadequacy of the provisions for the young is strikingly highlighted by the fact that there are probably 4 or 5 times as many children as aged persons living in poverty in 1974.

This situation is further aggravated by the huge disparities which prevail among the States (up to two and one-half fold) in total public per child outlays for education, which is very important. There are sharp differences in fiscal capacity within States, for example, between suburbs and central cities or rural areas. Children in disadvantaged areas need "compensatory" services of high order to overcome their other deficits. The problem of disadvantaged children in low income areas with high concentration of disadvantaged children (and of disadvantaged parents, too) are not likely to be solved unless substantial additional resources are provided from State and Federal budgets for a broad range of cash benefits and services. Some States do not have the fiscal capacity or the willingness to equalize spending, let alone to provide extra funds for compensatory services in the heavily disadvantaged communities.

This is not just a problem in budgetary arithmetic. We know that low support for benefits and services for children is often associated with high failures in education and frequently with high rates of delinquency --and proverty in later, adult life. Underinvestment in children thus generates a vicious cycle of poverty and welfarism.

In a large measure, we have the sort of society that we are willing to pay for in our taxes. How we care for our children today determines the condition of our society a generation hence. Private action and local public action is on the whole insufficient to overcome the externalities which individual self-seeking generates. Realistically, the national Government is the only entity with the money capacity and the power to give all our children a fair start in life.

The nature of the task ahead is made clear by some of the plans and priorities that were voiced by the Conference on Children held in Washington in December 1970. My own analysis of the priority poll taken at the Children's Conference suggests the following action needs, more or less in the order listed: Comprehensive services, especially for young children; action to eliminate racism; action to improve education; creation of organized efforts to follow through on the recommendations; reordering of our national priorities to accord greater weight to children and youth; organization for child advocacy at the local, State and national levels; comprehensive health services for mothers and children; justice for children; etc.

The passage of time has only confirmed the insight and the wisdom of the Conference--even though the Nixon Administration did not identify with the recommendations of the Conference President Nixon had convened.

If there is ever to be a successful follow-up on the recommendations of the 1970-71 White House Conference there are several essentials in order for the U.S. to redress its priorities and do justice to children and youth:

Organization responsibility must be fixed on some specific unit or official of Government in each State and in the Federal Government for carrying out the follow-up process. The units at each level must, moreover, have status and access sufficient to affect the resources allocation or budget patterns of the State and Federal agencies as well as, hopefully, those of local governments. In the Federal Covernment no one really speaks for children and youth as a group or considers all the programs which affect them in an interrelated way. Their needs are thus not fully considered in setting budget priorities either in the White House or in the Congress.

Provision must be made for adequate assessment and reporting to the public. At present in the Federal Government, and I suspect in most States, there is no single unit which carries on effective, comprehensive evaluation and assessment of the needs of children and youth and the status of the programs designed to meet those needs. Nor are assessment reports issued. The dismal neglect of the needs of children and youth in the Federal budgetary process is underlined by recent performance. In the last 6 years the budget increased by $119.8 billion and the aged alone took 34 percent or $40.2 billion of this increase. The young, who are nearly 4 times as numerous, got a meager $13.9 billion of just 12 percent of the increase. No one in Washington, D.C. seems to care deeply about children and youth. The Nation needs an effective organization of mothers and fathers to fight hard and see that children and youth receive 34% of the increases in the Federal budget in the next 6 years, based on the solid merits of their claim and their past neglect. This would bring us out close to the goal for 1980 suggested by the White House Conference.

The Chief Executives of the States and of the Federal Government must assume responsibility for the follow-up process in their respective areas. Moreover, this process must actively involve the respective State legislatures and the Congress of the United States, which enact the necessary legislation and appropriate the money to make it effective. At the Federal level, and in every State, both the Chief Executive and the legislature should receive annually a comprehensive status report on the programs as they relate to children and youth and on the status of the follow-up agenda.

Organizational machinery is needed in each State and in the Federal Government with sufficient power and staff resources to coordinate the multitudes of fragmented programs for children and youth which now exist. The objective should be to balance out the priorities and to achieve sufficient coordination and action so that the various service agencies serve the whole child and the whole family at the local community level instead of working at cross purposes as they often do.

Adequate provision should be made for representation of all groups, where the unmet needs of children today are particularly great, in these program areas so that their voice will be heard with respect to the setting of priorities and achievement of responsive administration of programs. We are all aware that needs often are overlooked if provision for advocacy is not made.

During the 1970 White House Conference process I had the good fortune of serving as Executive Secretary of an Ad Hoc Committee on Follow-up of the WHCCY. The other members of this group were Joseph Berg, Dr. Edward Greenwood, Mrs. Joseph Haefeli, C.F. McNeil, and Marsha Stevens. It prepared a blueprint for follow-up which was published as an appendix at pages 414-422 in the report to the President by the White House Conference on Children.

The Ad Hoc committee specifically urged a systematic follow-up under "strong Federal leadership and involvement of the States and citizen groups."

For the Federal follow-up machinery it suggested a well-staffed, highly-placed Federal unit to assess periodically the status of the nation's children and youth and represent them in the overall priorities-setting process of the Federal budget: It suggested that the President issue an annual Report on Children and Youth and that the Federal budget should show how children and youth share in its expenditures. It suggested the designation of a high level official to lead the Federal implementation effort. It also proposed the creation in the Congress of a Joint Committee on Children and Youth to hold periodic hearings on the entire range of Federal programs and concerns relating to the young, including on the annual report submitted by the Presicent.

None of this has been done! Action is needed in the new, and hopefully more responsive, 94th Congress. It is our task to call this to the attention of our Senators and Representatives.

There is a real national urgency for action in reorienting the Federal Government's proirities to give a top rank to a comprehensive set of programs for child and youth development.

At the present time the 212 million people in the U.S. constitute only 5 percent of the world's population of about 4 billion. The world population is growing about 75 million each year - adding the equivalent of the entire population of the U.S. each 3 years. With the onset of ZPG in the United States our total population in the year 2000 is likely to be only 3.5 percent of the world's projected population of 7 billion.

There is increasing reluctance on the part of the underdeveloped nations to sell their resources cheaply to the U.S.. Hunger is stalking one-fourth of the people on the globe and tensions are mounting in the "third world".

In this increasingly competitive situation the U.S. will not be able to survive economically, diplomatically, or militarily by virtue of the number of its people. We will have to maintain our status on the basis of quality and performance. It follows that if we are to outproduce, outthink, and even outfight the determined competitors from the rest of the world, every adult American will have to be a first-class citizen and able producer. We will not be able to afford an underclass consisting of millions of half-ignorant, half-sick, and half-productive citizens.

There is no more effective way to reduce significantly the ineffective underclass in the United States than through a full start for the little children - beginning with proper maternal health and nutrition and ending with maximum education and training for all the youth.

President Nixon was wrong on many things, but he was dead right in 1969 when he said that the first five years of life are the most important in the healthy development of an intelligent human being. Unfortunately he did not really act on this premise when it came to budgeting.

I can visualize no more vital piece of national legislation which the 94th Congress could enact than a "Full Opportunity Act for Children". Such a bill should have as its ultimate purpose two objectives: (1) the assurance that every child born in the United States would be given a full chance to have a sound body and a sound brain through proper health and nutritional care for the mother; and (2) the assurance in the first 5 years of life of adequate nutrition, proper preventive health care, and stimulative educational development in the home and in preschool day care centers to develop his or her capacities to the fullest. Social insurance provision for complete maternal and child health care is the most urgent and high priority step the country can take today to improve the health of the nation in a fundamental way - and the suggested bill would do it, plus much more.

The assurance of these basic human rights is the highest obligation of a society which says it believes in "social security". In 1935 the needs of both the aged and the children for social security were recognized - but the children still have not been given real protection 40 years later. I suggest that a bill for services to mothers and little children be drafted as an amendment to the Social Security Act and the program financed 50/50 by payroll taxes on all employers and all workers. The ultimate social and economic returns from this new program would exceed those from any existing title in the Social Security Act, I believe. In one generation we would be well on the road to a completely changed society - especially if this action were followed up by provision of full educational and health opportunities in the next 15 years of life for all children.

The Federal Government can provide money, but the action must be at the State level. Improved organization is necessary in each of the 50 states. To provide a strong State and local follow-up, the Ad Hoc Committee proposed that the State Committees on Children and Youth be strengthened so they could make periodic factual assessments of the status of children and youth in their States and evaluate the effectiveness of State and local programs serving them. Such strengthening would permit them to achieve better coordination of service delivery, to work with Federal regional offices and councils as the Federal Government decentralizes functions to the field, and to cooperate with voluntary organizations. The Committee proposed that each Governor make a public committment to review and implement desirable proposals recommended during the WHCCY and that at least biannually a State Report on Children andYouth be prepared by each state.

The committee further proposed that the Federal Governmene encourage the States to take such action, by enacting new legislation to provide special Federal matching grants to strengthen staff resources of the State committees and the Governor for the planning, evaluation, and coordination of programs for children and youth. It was also suggested that the Federal Government should provide technical assistance and funding for follow-up functions from available Federal funds. This has not been done. Perhaps the use of general revenue sharing could fill this gap if a priority were set in the next revision of this program, but special Federal legislation specifically for children and youth is necessary. These stimulative grants might well be one title of the bill I have already suggested.

In addition, the Ad Hoc Committee suggested that similar strengthening of private voluntary sector follow-up to be achieved, including the creation of a strong "children's lobby" or a "coalition for children".

The budget priorities for children and youth I have described are bleak. Likewise, I have seen no action to create a strong mechanism for representing the interests of children and youth effectively at the highest policy levels of the country, particularly in the budgeting process. This bodes ill for social justice and may indeed impair the future stability of our republic by perpetuating inequitable and avoidable social and economic inequalities. We need decisive action at the Federal level and in each of the 50 states.

In theory our public social welfare and human resources programs are predicated on the principle of social equity. However, in neglecting programs for children and youth many of our policy-makers have been blind to intergenerational equity and also to the greater social efficiency of adequate investments in the young--who will be the producers and the citizen-custodians of our society as the stream of life flows onward. I hope my analysis contributes toward redressing the balance in favor of more equitable and more effective use of our scarce public resources for the young whose future is in our hands.

Attachment

FEDERAL EXPENDITURES FOR THE AGED AND THE CHILDREN AND YOUTH, FISCAL YEARS 1960-75

Aged -- Over 65
Children and Youth -- Under 21
Selected Fiscal Years.
Amounts in Billions of Dollars.

CATEGORY	Annual Outlays in					Outlay Increases from	
	1960	1969	1972	1974 est.	1975 est.	1960-1969	1969-1975 est.
Cash benefits:							
Aged	12.6	25.5	34.8	49.[illegible]	57.7	12.9	32.2
Children and Youth	1.6	4.2	5.7	7.[illegible]	8.[illegible]	2.6	4.1
Health:							
Aged	.6	8.2	10.1	13.4	15.1	7.6	6.9
Children and Youth	.4	1.5	2.3	2.7	2.9	1.1	1.[illegible]
Food:							
Aged	*	.1	.4	.7	.8	.1	.7
Children and Youth	.3	.8	2.0	2.4	2.9	.5	2.1
Education:							
Aged	*	*	*	*	*	*	*
Children and Youth	1.1	5.8	6.9	9.3	9.8	4.7	4.0
Manpower programs:							
Aged	*	*	*	*	*	*	*
Children and Youth	*	1.0	1.7	1.7	1.7	1.0	.7
All other:							
Aged	.1	.4	.5	.6	.8	.3	.4
Children and Youth	.2	.8	1.5	2.3	2.4	.6	1.6
GRAND TOTALS:							
Total for aged	13.3	34.2	45.8	64.6	74.4	20.9	40.2
Total for young	3.6	14.1	20.1	25.7	28.0	10.5	13.9
Total -- all budget outlays	92.2	184.6	231.9	268.3	304.4	92.4	119.8
Percent for aged	14	19	20	24	24	23	34
Percent for young	4	8	9	10	9	11	12

Source: These are rough statistical estimates prepared by author from various publications and budget documents including: Children's Bureau, "Federal Programs Assisting Children and Youth" (1968); Special Analyses, Budget of the United States Government (fiscal years 1970-75, with downward adjustments in figures for 1972, 1973, and 1974 to exclude amounts of $3 to $4.5 billion a year for so-called "elderly" people who are under age 65 but are on the cash benefit rolls); Budget Highlights, Fiscal Year 1974 (chart book by OMB); The United States Budget in Brief, Fiscal Year 1975. Figures for 1974 and 1975 are based on amounts recommended in President's 1975 budget. Figures exclude special tax benefits, which for aged exceed $8 billion in 1975.

* Unknown, but probably less than $30 million.

1) Includes general revenue sharing, social services, housing, early child care, etc.

Mrs. SCHROEDER. Thank you. There are many people who will be testifying here. I have another committee meeting that I must attend. So I will try and summarize basically why I came.

My interest in children began many, many years ago.

As we realized with the Child Abuse bill, it is evident that we don't only abuse children physically, but also abuse them by shutting them out.

At the Federal level we have done just that. We have shut them out of the budget and therefore have abused them in more ways than we can ever account for.

I like the Child and Family Services bill because of its versatility and its comprehensiveness.

It is a very good attempt to try to allow some flexibility and not dictate in limited ways. It is comprehensive in training people who run day care centers, and allowing for a variety of approaches.

It takes into account nutritional needs, medical problems, and developmental lapses.

I also like very much the concept of child and family service councils outlined in section 105.

I had many occasions when I was in Colorado to be general counsel for groups funded by HEW which required participant advisory councils.

I remember thinking, "This is ridiculous. Why are we wasting our time with all of these?"

I came full circle to realize that they really did not know more about the services they were receiving than any of us could ever profess to know.

Middle-class and upper-class professionals can begin with a haughty attitude, thinking that they know more than community people but find out that they really don't.

Community involvement is an excellent safety valve in the bill.

Another thing that is very impressive about the bill is that children of a wide spectrum of socio-economic levels are included; involving children of all ages, not just little children, not just infants. It serves some basic needs of school age children as well.

I think it is important to realize that when we look at the 1972 estimates of percentages of people considered poor in the United States, we find that 47 percent of poor people by United States standards are children.

They are the biggest group, and I think that this qualifies them for the most help.

How we have allocated the Federal budget in terms of children is appalling.

From 1960 to 1969 we find allocations for children rising from $3.6 billion to $14.1 billion, while the elderly increased $13.3 billion to $34.2 billion.

You find that in 1970 the Federal budget allocated about $180 for children per person and about $1,800 per capita for older people.

I do not advocate taking things away from the older people. I must emphasize we are neglecting a most important natural resource, our children.

This may be because Congressmen and Senators are more able to identify with the problems of becoming old than we are with the problems of becoming young.

Nevertheless, we certainly tend to overlook this discrepancy year after year.

We continue to espouse lofty ideals, saying we are a child-oriented society, that they are a national treasure. But we have the most incredibly low performance record possible.

Let us look at the sheer economics of it too.

In my State the Colorado State Division of Youth Services did a very interesting survey. Of 444 youths who have been committed to two State institutions, one for boys and one for girls, it was found that 90 percent of the committed delinquents had some kind of acute learning disability averaging 2.4 percent per youth.

When you take the normal youth population it is something more like 2.5 percent.

So you find an incredible difference from the normal population sample of 2.5 percent while up to 90 percent of the committed delinquents have learning disabilities.

When we consider that a crime career can cost the taxpayer $\$1/2$ million, you see the folly of our ignorance of these learning disabilities.

I think it is obvious that from a sheer economic standpoint we are missing the boat by not investing more in children.

Furthermore since World War II we have created the nuclear family in our society which is referred to as insulated and fractured.

We saw this certainly with studies of child abuse in urban America.

This bill attempts to rebuild some of the lost interdependence, to try to break down some of the isolation.

The bill endorses a variety of model, rather than just setting up a single model.

There could be the State day care centers. It allows for concepts such as "block mothers," day care homes and in-company day care facilities which would put children and parents in closer proximity and certainly conserve facilities, as well as fuel.

Child care has been of such low priority that up until 1968 there were no Federal standards for day care. In 1968 we adopted some standards.

However, before the Christmas recess the Congress presented a very cruel Christmas present to the children of America. In 1968 we wrote an educational component for day care into the social service regulations but in December 1974 we removed the educational component when we accepted the conference report. We want to warehouse children at the cheapest possible cost. I think we are confusing children with dogs. When the importance of the first 3 or 6 years is underlined by children's specialists, it is inexcusable for the Congress to move the educational component of day care.

The 93rd Congress also the closing days of 1974 increased the child-staff ratios of day care, that also was supposed to be an economy measure. The social service amendments must be changed.

We have neglected children through general revenue sharing in the prior Congress by not providing that children and youth be considered one of the main priorities for the spending of the general revenue sharing moneys.

We just cannot continue ignoring the needs of this incredible resource, our children. We just cannot afford the neglect anymore.

For this reason I am here today pleading that this bill be accepted by the committee and enacted by the Congress to get a working model going.

Thank you.

Mr. BRADEMAS. Thank you very much.

I want to commend you for the care and thoroughness of your statement, Mrs. Schroeder, which I think is one of the most thoughtful that I have seen.

I would just like to make two observations and put one question to you.

On page 2 of your statement you remark that, "children * * * must be considered (the) highest priority" in terms, among others, of revenue sharing.

That is one of the reasons that some members of this committee greeted the idea of revenue sharing with considerable skepticism.

Second, you cite on page 3 a Colorado study which indicated that over 90 percent of "certified" delinquents had learning disabilities.

I would simply observe that that statistic which you bring the subcommitte is a compelling argument in favor of another measure which is before this subcommittee which would provide for expanded educational opportunities at the pre-school and school age levels for handicapped children.

Finally, I just have one question to put to you.

You discuss on page 4 of your statement family day care as distinguished from center day care. That is care provided in a home by a parent.

Do you have any suggestions as to what we might do in this bill to insure the availability of such care in connection with center based care?

Mrs. SCHROEDER. I think one of the things we might look at more carefully—in Illinois the Bell System got interested in this and they recruited mothers for family day care and trained them.

Maybe this type of thing could be one of the grants; training for mothers.

To bring the home within the code usually you have to build fences. You are a housewife and you have been trained. But then to convince your husband to build a fence and to do all the things you have to do to meet your local State code, that might be where one of the grants might be.

Mr. BRADEMAS. Thank you very much.

Mr. Hall of Illinois?

Mr. HALL. I would just like to say that I think I haven't been one of those who have confused children with dogs.

Mrs. SCHROEDER. Good. I am glad. I don't think any of us have either. We have to make sure our colleagues don't continue to do this.

Mr. BRADEMAS. Mr. Beard of Rhode Island?

Mr. BEARD. I have had some dealings on the opposite end of the spectrum with the elderly in the nursing homes. There has been neglect there. We want to make sure that the homes for the children are licensed by the State and that they will be decent places.

One of the biggest problems we have had in Rhode Island is that the State only wanted to pay $10 a week. How are you going to take care of a child on only $10 a week?

In Massachusetts or Connnecticut I think it was something like $24 per child.

That is one factor. They have to make a profit on $10. There is only one person that can get hurt. That is the child.

Mrs. SCHROEDER. I couldn't agree more. Again that shows you the priority that our society puts on child care. That is the thing we spend the least for.

People complain about having to spend more than 50 cents an hour for day care. My word, they spend more than that to park their car in downtown Washington and they don't complain.

Mr. BEARD. They spend more in a restaurant.

Mr. SCHROEDER. So we really have to educate people on that.

Mr. BEARD. That is right.

Mr. BRADEMAS. Thank you, Mrs. Schroeder, for a very helpful statement.

We are grateful to you for coming.

Mrs. SCHROEDER. Thank you very much.

Mr. BRADEMAS. Next we shall hear from Mr. Wayne J. Smith, executive director for the National Association for Child Development and Education, with representatives of members organizations.

Mr. Smith, we are very glad to have you and your associates with us this morning.

Would you go right ahead?

The Chair would say to Mr. Smith and indeed to all the witnesses that they should emulate the example of Mrs. Schroeder and try to summarize their statements. The entire statement will be printed in the record at the conclusion of your testimony.

That will enable us to have more time to put questions to you, Mr. Smith.

STATEMENT OF WAYNE J. SMITH, EXECUTIVE DIRECTOR, NATIONAL ASSOCIATION FOR CHILD DEVELOPMENT AND EDUCATION, ACCOMPANIED BY REPRESENTATIVES OF MEMBER ORGANIZATIONS

Mr. SMITH. Mr. Chairman, these people have come from many miles to be here. Some people came in this morning.

A couple of operators who came in from Arizona are stranded in Chicago. I hope they will make it some time this morning.

Mr. BRADEMAS. I will meet them this afternoon and be glad to have a hearing at the airport.

Mr. SMITH. As you know, Mr. Chairman, we had been a little disappointed. We thought that you would have some more regional and field hearings.

We are sad to see that you did cancel one in Chicago because many providers wanted to come to a Chicago hearing. I know there were buses that were chartered from different States to go into Chicago.

We hope that maybe sometime in the near future as these hearings progress that you will go out to Chicago or out to California or to some of the other States to get some input from the providers, from the parents, from the people who cannot afford to come into Washington, D.C.

Mr. BRADEMAS. I might just say in that connection, Mr. Smith, so that the record is clear, I was afflicted with pneumonia and had to cancel the Chicago hearing. I was told by my physician that I had to cut back my schedule somewhat.

I might also say for the general edification of witnesses that the House of Representatives is a very busy place.

The Speaker has made it clear that we are going to be meeting from Monday through Friday.

We do have our chief responsibility to be here when we are voting.

So the situation is going to inhibit, I think, all committees, including this one.

This particular committee has just voted out a $2½ billion, 4-year older Americans bill. That is considerably more money than might be involved in the bill under consideration.

But it is not physically possible for us to move around the country and hear all the people who would like to be heard.

We will do our best. But we only have 24 hours in the day here as well.

But I am sympathetic to your point.

Mr. SMITH. Maybe I could suggest to the Congressmen that when they are home in their congressional districts on a weekend—I understand that what the Speaker wants to do is to get something done in this Congress and I commend him and the other Members to get something done—but when the Members are home during the weekend they might want to invite providers and parents in to get some feel right from their own districts.

Mr. BRADEMAS. That is a very good idea.

Mr. SMITH. I think that would be helpful.

We shall also follow Mrs. Schroeder by submitting a statement.

We also commend Senator Mondale for putting the testimony in the Congressional Record almost as soon as it is given before this committee because as you well know, Mr. Chairman, many times statements are shown 6 months later and people don't have a chance to see what the witnesses are saying on this important legislation.

So we want to commend Senator Mondale for taking this lead in getting the testimony into the Congressional Record at an early date.

Mr. BRADEMAS. I might say in that respect, Mr. Smith, that Senator Mondale will be doing that with your testimony and the other statements that will be made.

So you understand our system around this place, Senators can take up as much space as they desire in the Congressional Record.

Representatives are somewhat more inhibited by our rules.

Senator Mondale's counsel has admonished me to make clear that the Senator is doing this on behalf of himself and on behalf of the House subcommittee as well.

Mr. SMITH. Mr. Chairman, one more comment I would like to give before we get to some of the testimony on the bill itself.

We do want to compliment the staff. The staff both on your side and on the Senate side have done a wonderful job in working with us in supplying this information, questions, answers, things that are necessary in order to get this bill into some kind of shape. We do again thank the staff.

Mr. BRADEMAS. Thank you.

Mr. SMITH. Mr. Chairman, I do have here members from various States. They will give short statements.

What we would like to do is start off with a person who has had almost 42 years of experience in the day care field and who flew in from Massachusetts this morning and who is representing our organization but also serves on the executive committee of the National Association for the Education of Young Children.

At this time I would like to turn things over to Mrs. Grace Mitchell. Thank you, Mr. Chairman.

Mrs. MITCHELL. Thank you, Mr. Chairman, for this opportunity.

I guarantee to keep my remarks fairly brief.

My name is Grace L. Mitchell. I live in Waltham, Mass.

As Mr. Smith just told you I have been involved in early childhood education for 42 years as a teacher, as director of a private nonprofit school serving about 200 children, and as education director for the Living and Learning Schools, a multiple school system presently operating 26 schools in Massachusetts and Connecticut.

I hold a bachelor's degree from Tufts College and a master's degree from Harvard University.

I have taught courses in early childhood education at Quinsiccamon, a college in Worcester, Mass.

I am, as Wayne stated, a member of the National Board of the National Association for the Education of Young Children.

I feel that I am uniquely able to speak at this hearing because I stand with one foot on each side of the unfortunate chasm that exists between the private providers of child care services and those funded with public moneys or in other words the taxpaying and tax-supported institutions.

My purpose is to speak for children rather than for the adults who serve children.

I am hoping that my introductory remarks will focus our attention on the most important issue, the need for quality child care in this country.

I support this bill and any other legislation that will alleviate this desperate situation.

That a vital need for day care services exists is an indisputable fact. In my own experience as a director of the Green Acres Day School and through the Living and Learning School system we have observed a steady increase in the number of mothers who have found it necessary to seek full or part-time positions in order to meet minimum family expenses.

In fact our enrollment figures show that the need for day care has accelerated tremendously in the past 2 months. This need will continue to increase.

But there are simply not enough funds available to help the situation. Therefore I find it difficult to accept any legislation which would not take advantage of the existing network of child care providers who should be allowed to provide day care services in this country.

Any and all individuals and institutions who can provide quality services. Parents need to be able to make choices. A program that is right for one child may be all wrong for another. A variety of programs must be available, from the small neighborhood to the large modern open classroom.

The for-profit proprietor must be encouraged to continue and be helped to improve his service.

Funded programs must be continued and expanded and where necessary they should have help in improving the quality of their programs.

Facilities of day care should continue to receive support. Programs for infants and toddlers relatively new on a major scale must be developed and perfected.

Legislation must encourage and support this input from all sources. All these sources are necessary. All will require funds.

I have heard it said that if the existing need for child care were to be met it would cost the taxpayers billions of dollars. Realistically I doubt that such moneys will be available in the immediate future.

Therefore the money that is available must be spent as wisely as possible. That is where private business can step in and help us get the most for our dollars.

Educators are not known for their expertise in business management. It has been my experience that private enterprise can help in this regard. They are willing to listen to the educators. They too want what is best for children. They must provide quality services in order to stay in business.

I am sure the private providers here today can describe the contribution through child care services better than I.

What I want to stress is the need to include as many providers of child care services as possible in future legislation and to make quality child care available for the millions of children in need of these services.

I thank you.

Mr. BRADEMAS. Thank you very much.

Mr. SMITH. Mr. Chairman, a followup on that matter is covered in our prepared statement—something we would like to bring up at this time; after that the people accompanying me will continue.

There are three basic areas in the bill that we see where amendments are needed since we are looking to the nitty-gritty of the bill at the present time.

We are looking at section 102 of the bill, Mr. Chairman. In 102(a) under "Financial Assistance" what we want to do—it says:

> The Secretary of HEW through the Office of Child and Family Services shall provide financial assistance for carrying out child and family service programs for children and their families under this title to prime sponsors (including educational agencies) and to other public and private nonprofit agencies and organizations pursuant to applications and plans approved in accordance with the provisions of this title.

What we would like to see deleted, Mr. Chairman, is the word "nonprofit" and just have "and to other public and private agencies."

The same way in section 104(2). I am reading from the bill now.

> A public or private nonprofit agency, including but not limited to an educational agency or institution, a community action agency, single-purpose Headstart agency, community development corporation, parent cooperative, organization of migrant agricultural workers, organization of Indians, employer organization, labor union or employee or labor-management organization.

We would like to see the word "nonprofit" deleted and have "a public or private agency."

In section 106(14) of (B):

Provides procedures for the approval of project applications submitted in accordance with section 107, including procedures for priority consideration of applications submitted by public and private nonprofit agencies and organizations with ongoing child development programs.

Again, Mr. Chairman, we would like to see the word "nonprofit" struck and read "submitted by public and private agencies."

The last one, Mr. Chairman, is in section 109(e).

Financial assistance for construction or acquisition of facilities pursuant to this Act shall be available only to public and private non-profit agencies, institutions and organizations.

We would like to see the bill deleted, the word "nonprofit," to read "shall be available only to public and private agencies, institutions and organizations."

Those are the amendments that we would like to see in the bill.

Moving on, Mr. Chairman, I would like to introduce Susan Slack from Colorado who would like to give a few comments from Colorado, Mr. Chairman.

Ms. SLACK. Mr. Chairman, I am Susan Slack from Fort Collins, Colo. I am a private provider of day care services in Fort Collins.

Concerning your bill and how it will be distributed I am going to say a few words or a few points about your system which I feel very strongly about.

To provide quality day care services I feel a voucher system should be considered for the following reasons.

One, a voucher system gives dignity back to the low-income family.

Two, a voucher system would give all families the freedom of choice.

Three, a voucher system would allow for healthy competition which would insure quality care continuing.

Four, a voucher system would allow for a mixture of all income groups in the centers.

Five, a voucher system gives support to the individual parents and not to the school.

In summary, I feel that no one day care preschool program can meet the needs of all children.

With the voucher system the parent can choose the school that meets the needs of their child.

I feel strongly that a voucher system should be considered in your bill.

Thank you.

Mr. BRADEMAS. Thank you very much.

Mr. SMITH. I would now like to introduce two providers, Mr. Chairman, from Indiana: Frankfort, Ind. and Indianapolis, Ind.

I would like to introduce Mrs. Mamie Townsend first.

Mrs. TOWNSEND. At one time I felt that children should not be cared for in a profitmaking situation.

I am here now representing the Indiana Licensed Child Care Association which includes the profit, nonprofit, private profitmaking, private non-profit-making, 18 centers and churches with one idea: to furnish quality child care.

I am indeed proud, sir, to be from the same State as a man who submitted a bill to extend funds for low-income families.

However my concern is that if these families are not allowed the freedom of choice this bill would so categorize them that it might be detrimental to their state of mind.

Minority groups are still fighting for equality caused by stigmatic situations.

If parents are forced to send their children to government programs for the poor their children will be so stereotyped as they enter school and often treated in an unkind manner.

If all State licensed providers and services are included in your bill parents would be allowed the freedom of selecting the program that suits their needs best.

This will allow dignity and self-pride which are becoming more and more important among Americans.

The future of thousands of families depends on you and your decision to reconsider this bill to include all quality child care providers of services licensed by their State.

Thank you so very much.

Mr. BRADEMAS. Thank you.

Mrs. ALBANO. Mr. Chairman, I am Bonny Albano.

I am a wife, a mother of five. I am a grandmother of one. I am a Catholic. I am a lifetime Hoosier. Above all, I am an American and I am proud to be one.

Now you know a little something about me. I am executive administrator of the Pixie Playhouse Day Care Centers in the State of Indiana. We are the second oldest in our State, having been in business 19 years.

We have been recognized by everyone in our State but you, Mr. Chairman. I am sorry to have to say this. Repeatedly I have called your office to make recommendations and so forth and this has been completely ignored.

When you have a medical problem you go to a doctor for advice. When you have a legal problem you go to a lawyer. But in your case evidently you feel that expert advice isn't what you need.

Mr. BRADEMAS. I must say, my dear lady, this is the first time I have ever heard of you. So I am delighted to see you here.

You ought to talk to your Representative in Congress. They will be delighted to hear from you as well.

Mrs. ALBANO. You are hearing from me right now.

Mr. BRADEMAS. Fine. I just want to reject the suggestion that you have been in touch with me. I never heard of you before this day. Am I clear on that point?

And I am a good American too. And I am a lifelong Hoosier too.

Mrs. ALBANO. Fine.

Mr. BRADEMAS. I am however, a Methodist.

Mrs. ALBANO. I will send you my canceled phone bills.

Are you aware that every State has different problems, that you cannot possibly herd us around like a flock of sheep?

To exclude private enterprise is against our way of life. Private enterprise is what makes our country the great country that it is.

Think and think hard. Are you ready to have our children face your future of regimentation?

At this point I would like to personally invite you to visit our facilities in Frankfort, Ind., Lebanon, Ind., and Crawfordsville, Ind. You will see how private enterprise has upgraded day care right in your own home State of Indiana.

Thank you.

Mr. BRADEMAS. Mr. Smith?

Mr. SMITH. Mr. Chairman, we move from Indiana to Louisiana.

I would like to introduce Mr. LaMury, who is the president of the Federation of Child Development Centers in the State of Louisiana.

Mr. LaMury?

Mr. LAMURY. Thank you, Mr. Chairman.

My name is Richard LaMury. I am with a New Orleans-operated child care center of 90 children.

I would like to say before going to our statement generally that the providers in Louisiana are in favor of the bill with the exception of some of the changes Mr. Smith mentioned earlier.

Perhaps one thing that hasn't been considered about the bill is possibly an adverse side effect. One such adverse side effect of the bill is that it may actually decrease, not increase, the total number of spaces available.

Allow us to explain. By the committee's estimate there are only 1 million spaces in licensed centers nationwide. A large proportion of these are in the private sector.

Of these private centers the vast majority are owner-operated, more commonly known as "mom 'n pop-type" facilities.

The profit from this kind of operation ranges from 10 to 20 percent each year. This is documented by the Bank of America's 1973 analysis which I would like to submit for the record.

According to this report a typical day care center cares for 36 children at a cost of $1,333 per year per child. Most costs of this type of operation are fixed, such as mortgage payments, insurance, utilities, et cetera. Even salaries are fixed to some extent.

So it takes a sizable fluctuation in enrollment to reduce the number of staff needed.

A reduction of income caused by reduction in enrollment can't be counterbalanced by a decrease in costs.

If this bill before this committee were confined to providing care for children not now receiving it there would be no harmful side effect.

It is obvious to us that the new subsidized centers spawned by this bill would draw children from providers now provided by the small private centers.

As few as 20 percent—that would be 7 children of this typical 36-child center described in the analysis—if as few as 20 percent of these children are diverted the center ceases to operate at the level of profit that will sustain it. It is obvious that it will cease to operate at all, causing the loss of 29 children, the net loss. Seven from 36, that is 29 slots. Who will provide for these children?

The grim economics of it are that this program that created 7 more spaces may destroy 29 spaces.

How can we prevent this repercussion?

We point to the following solution. One, to redesign the funding mechanism to give the choice to the parents with regard to center selection. We feel the way of the voucher system would be the way to accomplish this.

Two, remove provisions in this bill which make distinctions between private proprietary centers and private nonprofit centers.

Three, confine this bill to children of poverty, minority or migrant backgrounds and to handicapped children.

Thank you very much, Mr. Chairman.

Mr. BRADEMAS. Thank you very much.

Mr. SMITH. Mr. Chairman, moving from Louisiana to Texas, I would like to introduce Mr. Daniel Stone at this time, Mr. Chairman.

Mr. STONE. Mr. Chairman, I am Danny Stone from Dallas, Tex. I represent the Texas Licensed Child Care Association of Dallas County.

We, in our organization, feel that a voucher system should be seriously considered in this bill to protect the need to offer parents but more than this to give our parents a choice.

Speaking with our parents in our parent meetings we have found out that the most important feeling that our parents have is that they want to continue to have a choice.

They feel that certain schools have programs which benefit certain children. They feel that this choice is very important.

One of the other things that I would like to mention is the Child and Family Service Council under this bill.

Most of our parents are working parents. Most of our parents work 40 hours or more a week. Most of our parents have very little time to spend with their children as it is now.

But in order to serve on the Child and Family Council, in order to have a voice, I feel like this is placing an undue burden on our parents.

Thank you, Mr. Chairman.

Mr. BRADEMAS. Thank you.

Mr. SMITH. Mr. Chairman, you have heard from the West. You have heard from the Midwest and the South.

Now I would like to introduce a provider from Brooklyn, N.Y.

At this time I would like to introduce Shirley Katzner, Mr. Chairman.

Mrs. KATZNER. Mr. Chairman, if you will excuse the teacher personality in me I would appreciate it if everyone who is sitting on the dais would pay attention to what we are saying.

In the 20 minutes I have observed there hasn't been one single moment when every person has paid attention.

Mr. Counsellor has spent the entire time talking to people.

Mr. BRADEMAS. I might say that this may be your first appearance before a congressional committee. You should be advised that it is perfectly customary, indeed, appropriate, for counsel to counsel and be counselled.

Mrs. KATZNER. Then I would assume it is perfectly all right to be as rude as you can be. This is not what we teach our children in the profit-making schools.

Mr. BRADEMAS. We are not being rude. I want to say to our visitor from Brooklyn that indeed I am somewhat surprised—here I want to unburden myself of a judgment.

Some of us have been on this committee for some time. We have gone to great trouble to try to make it possible for as many people of different views to be heard as possible.

Having sat on this committee for some 17 years I am somewhat surprised at some of the personal insinuations that have come from spokesmen of your particular organization.

I have been puzzled by it. I have certainly not been rude in my responses.

I have known Mr. Smith. He has been a personal friend of mine for a long time. He has already indicated that our staff has tried to be helpful.

I really don't understand why, when we give you an opportunity to

make your views known, you wish somehow to personalize our effort to hear your point of view.

I do feel constrained to mention that. We are trying to be courteous. I am sure my colleagues and I want to know your views and to put questions to you.

But I do think we would all be better off if we would all address ourselves to the substance of the legislation before us.

We won't tell you how to try to present your views. We will try to present our responses and questions to you as courteously as possible.

Mr. SMITH. Mr. Chairman, in defense of Mrs. Katzner and the others, I think what you are seeing today—John, if I may call you by your first name—is some of the frustration that the American people have toward Congress, toward the actions of the Congress, the way things are being moved, the way things are being passed.

I think you said in your opening remarks that there is this new freshness in Congress, that you are going to be operating 5 days a week, these types of things.

I think the mood you are seeing is that the people are frustrated. They want to see action.

Mrs. KATZNER. I am Shirley Katzner from Brooklyn, N.Y. I don't have as many years as Grace Mitchell. But I have been an educator for 23 years. I have professional training and that much experience with running a small school, my husband and I, and we are trying to do the best possible job.

I tell you this only to show you that the schools which we are discussing, the situations that are involved today in education and about day care and they are very serious and dedicated about their work, we are not just business people. We are proud to make a living at what we do.

It is only by a matter of circumstance that I don't sit at the other side of the table and have been involved in nonprofit education. Life has made it for me on the side of profit-making.

My point today is that we have long sought to remedy the situation that has existed in the public school situation. We are involved in remedial education.

Along comes this legislation which hopes to improve education by taking it down to the level of the 3- and 4-year-old level.

We know that it has failed in the public school level. We are trying to do it again in the lower levels.

I am quoting the New York Times of about 10 days ago. They say that the only way, that the only instances, where children have been given individual attention is in the strategies that have long been supplied at the most successful private schools and in a few recent programs for the disadvantaged.

Albert Shanker, in New York City, is waiting to pounce upon the money that you want to introduce. He will continue what he is doing in the public schools in New York City and will begin to bring it down to the children that are 3, 4, and 5 years of age.

I thing we should be included. I think the important part is that parents should be given the responsibility—not only the choice but the responsibility—to see where the children are going.

I think once they have the responsibility of how money is being spent, they will be the best monitoring agency that I think you can

ask for because parents want to know daily what is happening to their children.

Mr. SMITH. Thank you, Shirley.

Mr. Chairman, we have providers here from Rhode Island, Maryland, Virginia, and other States. If you have a statement, and I am sure there are other members of the commi tee who would like to ask questions of the providers, we have providers. If they can't answer the questions at the table, there are others behind me.

At this time, Mr. Chairman, we are open to questions.

Mr. BRADEMAS. Thank you very much, Mr. Smith.

I and my colleagues appreciate very much, as I said earlier, your all having come from some distance. Mr. Smith, perhaps you could let us have for the record the testimony that is included with your statement. I don't suggest we take time to do it now. Some description of your organization in terms of the members or businesses, the number of centers, the number of children, the dollar volume, whatever statistical information you think would be useful to us in understanding your association, would be helpful.

In addition, we would appreciate any other information that will help the subcommittee understand the role of the proprietary day care centers.

Mr. SMITH. I would be more than happy to, Mr. Chairman.

Mr. BRADEMAS. Thank you.

[The prepared statement of Mr. Smith and information referred to follows:]

Statement of

WAYNE J. SMITH

EXECUTIVE DIRECTOR

NATIONAL ASSOCIATION FOR CHILD DEVELOPMENT AND EDUCATION

Before The

SUBCOMMITTEE ON CHILDREN AND YOUTH

UNITED STATES SENATE

SUBCOMMITTEE ON SELECT EDUCATION

HOUSE OF REPRESENTATIVES

March 14, 1975

NATIONAL ASSOCIATION FOR CHILD
DEVELOPMENT AND EDUCATION

STATEMENT CONCERNING:
S. 626 and H.R. 2966

March 14, 1975

Chairman Mondale, Chairman Brademas, my name is Wayne J. Smith, and I am Executive Director of the National Association for Child Development and Education, a non-profit association representing the nation's private providers of child care, and headquartered at 500 Twelfth Street, S.W., here in Washington, D.C.

I am accompanied, this morning, by several persons who typify the membership of our association, and I hope that -- whether offered jointly or sequentially -- our statements will serve to remove any thought that proprietary child care centers, by reason of such private ownership, become less worthy than public or private non-profit centers to participate in the intended purposes of S. 626 and H.R. 2966.

When first in 1974 the bills under consideration were discussed with you, NACDE proposed (and now reaffirms)

that private providers ought properly to be accorded participation corresponding to that of publicly sustained care-providing entities. We will seek to project to this joint committee the viewpoint that non-profit status does not, in and of itself, impart to a care provider a heightened sensitivity toward the needs of its young charges.

Similarly, we at NACDE are deeply troubled each time a report is issued in newly critical terms which suggest to Congress or to the public that irregularities in child care are assignable to the private sector. We will try not to evade the need, whenever it fits, to wear the shoe of parental or public indignation, but we must decline to bear silently any imputed responsibility for wrongs we have not committed.

We are convinced there is nothing ennobling in the absence of profit, and we wonder how -- if non-profit status constitutes an act of purification -- it is possible for proprietary providers consistently to achieve higher returns per dollar expended. We are persuaded that the margin of economic advantage, furthermore, is more subtle than simply to suggest that staff salaries are lower in privately run centers.

NACDE pleads that we are being attacked with a two-edged sword. For example, in the face of our exclusion from subsidized meal programs, we are subjected to criticism which claims that we fail to provide meals that are both better balanced and less expensive than are the subsidized

meals in assisted centers.

Recent assaults have been leveled at the alleged sterility of private child care centers. If to be sterile is to be nonbacterial, we cherish the charge; but if to be sterile is to be noncreative, we believe the subsequent scholastic attainments of our "graduates" provide eloquent evidence to the contrary. Privately provided child care is customer-responsive, and within the frame of the children's needs, we try to meet parental preferences either in free-form or formalized care patterns.

In responding to customer preferences, privately provided child care meets the demands of the marketplace. And the legislation, here under consideration, seeks also to do that very thing. We find no fault with the idea that child care coalitions should find their criteria for sound child care precepts incorporated in S. 626 and H.R. 2966. But we plead that profit-making purposes neither clear nor distort the vision of the private provider in scanning the child care horizon. In fact, to return to the metaphor of the marketplace, we ask that the clamor around the sales counters of publicly provided child care not be allowed to obscure Committee awareness that the preponderance of customers still throngs about the private child care sales unit, operating quietly at another place in that same market.

After having thus set the stage, it is hoped that no one will be surprised at NACDE's announcement that our aspirations concerning the needs of young children are very

much like the objectives stated in the bills before you.

We concur in the view that child care is one of the nation's greatestchallenges and a pre-eminent public need.

We concur, also, in the conclusion that child care needs to become much more universally accessible. A parallel might be found in general access to public transportation. But we suggest that such a parallel would be incomplete because privately owned vehicles are permitted to provide public transportation, while the same would not be true in early childhood education, were the presently pending bills to be enacted without amendment.

If, in fact, privately provided child care is to be proscribed, the bills before you do not go far enough. Consistency would direct that there also be a requirement that eligible public and private non-profit centers be housed in publicly owned or non-profit buildings. Since it is not proposed that eligible structures first be deeded to the public or a non-profit entity, and since the bills do not impose non-profit status on suppliers of goods and services, we think it to be needlessly restrictive to impose such restrictions on the providers, themselves.

NACDE feels that it is right and proper to require that caregivers possess demonstrated competencies in their respective fields. We cannot imagine that required competencies are affected by the economic or social status of the caregiver.

Rather than to impose criteria geared to the economic structure of the provider, NACDE believes the standards should be related to the delivered product in terms of the value per dollar returned to the fund-giver. Eligibility of the caregiver is, in fact, properly measured on a scale of responsibility to the care-receiver, and accountability to the fund-giver. No taint should attach to an operating efficiency which permits a cash return to be realized on the basis of services rendered.

It is painful to observe that the pending bills would impart to private providers only the participatory status of a marginal afterthought, and would cause them effectively to be the objects of statutory ostracism, a condition seen to be doubly dangerous in terms of today's troubled investment climate.

Private enterprise has millions of dollars invested in child care centers. At times other than the present, budgetary reality would make insupportable any plan to have one level or another of government take over that investment. Today, that prospect does not even bear contemplation. But unless participation is to be made possible for the private provider, some form of indemnification is essential. Factually, of course, the private provider is paying real estate taxes and is meeting a sizeable payroll which in return is creating income and other tax revenue. The private provider is affording

a healthy balance to the community, a balance which will be hazarded if one more segment of community funding is taken out of the private sector and is replaced by government capital.

NACDE believes that the private provider is making very affirmative contributions to community stability. Another such major contribution, as we have implied, is responsiveness to parental needs and desires. Although there are those who would depict the private provider as being either oblivious to, or contemptuous of, the wishes of parents, NACDE has sponsored the Parents' Advisory League (PAL) to enable parental preferences to be articulated. Many State administrators of early childhood affairs, having seen parental persuasiveness displayed in child care meetings they have attended, will testify to the effectiveness of parent groups in the private sector of child care.

NACDE believes that parents need and should have an effective voice in child care matters. But we are fearful that the bills under consideration, if fully implemented, would tend to establish mini-governments which could arrogate to themselves powers not envisaged by the bills being considered.

Finally, NACDE has been encouraged recently in its basic thinking about our entitlement to participate. We draw that encouragement from the types of responses given Chairman Brademas when he asked successive witnesses about the

why's and wherefore's of opposition to participation by the private sector in the pending legislation. True, there has been some implied namecalling, an occasional veiled allegation that private child care could be subject to being scandal-ridden if given access to public funding. A recent study by the Audit Agency of the Department of Health, Education and Welfare suggests that surveillance is essential, that compliance must be elicited, regardless of the economic persuasions of child care administrators.

One of NACDE's founding purposes was achievement of a pattern of responsible behavior by private providers to whom young children have their care entrusted. By projection, then, we enthusiastically accept licensure, regulation,and even limitation, but we ask understanding of our determination neither to embrace nor to tolerate exclusion from the surging mainstream of essential and all-embracing child care. Let there be no misunderstanding, we share this Committee's eagerness to make child care widely accessible, and we ask that S. 626 and H.R. 2966 be amended to enable full participation by the private providers of child care whose participatory eligibility will then be measured by their performance rather than by their economic orientation.

End

National Association
for Child Development
and Education

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Suite 810
Washington, D.C. 20024

Telephone:
(202)484-0140

May 16, 1975

The Honorable John Brademas
2178 Rayburn House Office Building
Washington, D.C. 20515

Dear ~~Congressman Brademas~~ John:

I am returning the galleys which were sent to me and request that the attached material be submitted in response for the need for supplemental information.

Sincerely,

WAYNE J. SMITH
Executive Director

WJS:cmd
Enclosures

April 1, 1975

The Honorable George Miller
1532 Longworth House Office Building
Washington, D.C. 20515

Dear Congressman Miller:

You will recall having written on March 21st to ask that I respond to a series of questions, which I did on March 28th.

There has now come to my hand a copy of a letter written on March 24th to Chairman Brademas by Mr. Minor W. Perkins, President of Educare Child Care Centers, Inc.

It strikes me that Mr. Perkins directed himself admirably and in detail to some of the points you made, and I am enclosing a copy of his letter for your consideration.

I continue to be hopeful that the Child and Family Services Act enabling legislation may be amdnded to facilitate broad-based participation by propriety providers, and I reiterate my appreciation over your expressed interest.

Sincerely,

WAYNE J. SMITH
Executive Director

WJS:cmd
Enclosure

COPY

EDUCARE
CHILD CARE CENTERS, INC

March 24, 1975

The Honorable John Brademas
2178 Rayburn House Office Building
Washington, D. C. 20515

Re: H. R. 2966, Child Care and Family Services Bill

Dear Congressman Brademas:

I read with great interest about the public hearing on the subject bill held earlier this month. As I was unable to personally attend the hearing, I will contribute by answering in detail questions you asked regarding the cost to build a child care center and the normal profit margin.

Our centers, photo enclosed, are built initially to house 115 children. The most recent construction contract we let for a 115 child capacity center was $155,000 or about $1,350 per child of capacity. This was in Memphis, Tennessee. According to the 1974 Building Cost File, the composite index for construction costs for Memphis was 98.8, Baltimore was 110.2, Boston was 121.8, Washington, D. C. was 110.9, and Indianapolis was 113.3. This would indicate a cost to build a 115 child capacity in 1974 in Baltimore of $172,825, Boston of $190,650, Washington, D. C. of $173,755, and Indianapolis of $177,785. Therefore, a center for 100 children would range in costs from $135,000 in Memphis to $166,000 in Boston. This reinforces the answer of $160,000 supplied you at the hearing.

Regarding profit margins, George Nadaff reportedly answered this question by stating 12% to 15%. As you know profit margins differ depending on corporate structure, i. e., a privately held family type company will take every accounting opportunity to technically reduce its profits and thereby its income taxes. On the other hand a different type company will take the opposite approach to show larger earnings thereby increasing the value of its stock.

Our company leans toward reducing its tax liability. In fiscal 1974, year ending May 31, 1974, we earned a pre-tax profit of $48,000 off revenue of $777,000 for a pre-tax profit margin of 6.2%. During fiscal 1975 our margin should rise to about 9% and probably will never exceed 10%. After federal and state income taxes, the margin will be about 5% maximum. I doubt that an excess profits tax will ever be applicable to the child care business.

General Office: 4161 Auburn, Suite 201 • Memphis, Tennessee 38116 • AC 901 - 332-5351

Our one small company, revenue of $1,100,000 per year, operates eight child care centers. The total cost of these eight centers, including land, buildings, and equipment, amounts to over $1,500,000, nearly $200,000 per center. The six largest child care companies that I know of have a total of about 410 centers - at an average investment per center of only $175,000 this indicates an investment of over $70,000,000. Based on this we can easily assume that all proprietary centers represent an investment easily exceeding one billion dollars!

At no time, particularly not in today's economy, can we afford not to fully utilize all of our resources to their fullest possible extent. The billion plus dollar investment for-profit companies have in child care centers simply can't be ignored. It can be used.

I too endorse the voucher system idea. Vouchers would give the parents of children involved a choice. Surely this alone is cause to give this proposal careful consideration.

I urge you to carefully consider the input from proprietary operators. Thank you for your consideration. I would greatly appreciate hearing from you and learning your present feelings on this subject.

Sincerely,

EDUCARE CHILD CARE CENTERS, INC.

Minor W. Perkins
President

MWP/nf

Enclosure

C. C.: Wayne J. Smith
N. A. C. D. E.

March 28, 1975

The Honorable George Miller
1532 Longworth House Office Building
Washington, D.C. 20515

Dear Congressman Miller:

In your letter of March 21st, you asked for information concerning the National Association for Child Development and Education. As it happens, that information was already in the process of being developed in response to an assurance given Chairman Brademas during my March 14th appearance before the Subcommittee on Select Education, of which you are a member, and on which occasion you were present.

In view of the fact that your questions are enunciated more directly than could be accomplished during the verbal interchange in the Committee room; I hope the present letter may be accepted also as a substantive response to the oral request from Chairman Brademas.

My procedure will be to quote your question, and then to present your response.

1) What is the total enrollment of children in programs conducted in day care by members of your organization?

Answer: Approximately 75,000.

2) What is the total membership of your organization?

Answer: 600 members

3) Does any member operate more than one facility which conducts day care programs?

Answer: Yes, our membership of 600 comprises 1,500 centers.

4) Would you provide me with a membership roster of your organization?

Answer: Your letter indicates no degree of confidentiality in which the information would be kept. Until now the enrollment data have generally been made available only on an intramural basis. Accordingly, I would appreciate the opportunity to lay the matter before our executive committee for enabling authority.

5) Would you provide me with the criteria for membership in your organization?

Answer: Article III of our By Laws directs:

"Members shall be accepted from among tax-paying organizations whose principal activity is to provide child development services. Further qualifications shall include, but not be limited to, licensing by whatever State or local agency holds jurisdiction over the proposed member organization."

That article also specified:

"Membership shall be discontinued (on grounds that are to include) unethical business and educational practices; or non-conformity with prescribed operating standards."

6) Would you provide me with materials which are used for the monitoring of programs run by members of your organization?

Answer: In capsule form, the criteria metioned in the portion of the question, as quoted above, might best be found in Article VII of our By Laws:

"The educational Standards and Accreditation Committee shall ... serve to establish membersip standards and educational policies ..."

A measure of our effectiveness is found in the fact that ejection action has been taken. A person of no less stature than that of membership on the executive committee has suffered discontinuance of membership (on the committee and in the association) because of licensure irregularities.

7) Are there anher organizations or individuals which belong to NACDE which do not directly provide child care services in an iddirect fashion.

Answer: We include in our membership a small number of suppliers of books, equipment, etc. Eligibility of such persons or organizations to membership is afforded in Article III of the By Laws where it is directed: "Suppliers or other co-providers of child development services shall be welcomed without vote as associate members."

8) Will you please send me materials which outline the role played by the Parents Advisory League...?

Answer: As was made evident by the testimony of my associates during the hearings, the Parents Advisory League is intended to function in much the same fashion as a Parent Teacher Association. We expressly decline to abdicate in favor of absentee administrators the responsibility for propoundingn and implementing policies and programs which conform to acceptable child care criteria. Parents give invaluable guidance and support to our curricula, and PAL is designed to facilitate input and persuasion. But the school administrator retains authority, and the parent has the ultimate power of the purse in maintaining or discontinuing charters they have given for our member schools to provide care to their children.

9) In earlier hearings I had expressed concern about parental involvement and I wondered if you might elaborate on this point?

Answer: We believe the wishes of the parent should prevail in all achievable cases where there will be no resultant loss to curriculum or class room decorum. We do not pretend that parents seek hour-by-hour jurisdiction over the care being accorded their children. We have found that they will specifically decline to accept that type of responsibility. The parents have chosen our centers. In doing so, they have made value judgments which become our responsibility to fulfill. Our members hire professional persons to design and administer their centers. We believe that our Parents' Advisory League constitute groupings of unpaid advisors. We are certain that paid advisors are not economically supportable on any practical performance plane, by the frame one of Federal or of private sponsorship.

Hopefully, I have given responsive answers to your questions. I really appreciate your interest as demonstrated by your work on the Committee, your presence during the hearings, and your personal effort in preparing the letter to which this series of comments is a reply.

I hope, earnestly, that there will be opportunities for us, mutually, to develop a legislative atmosphere in which there may be enacted a Child and Family Services Act which will serve all families and all segments of the economy, whether from the perspective of the recipient or the provider of child care services.

Sincerely,,

WAYNE J. SMITH
Executive Director

WJS:cmd

COPY

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March 21, 1975

Mr. Wayne J. Smith
Executive Director
National Association for Child
Development and Education
500 12th Street, S.W.
Washington, D.C.

Dear Mr. Smith:

Although I was present at the March 14, 1975 hearings sponsored by the Select Committee on Education of the House Education and Labor Committee, during which you and others members of your organization testified on behalf of your organization, I did not have the chance to ask you several questions which were on my mind. I commend you on your testimony for addressing in the most direct fashion the overriding question of participation by private profit-making providers in a publicly sponsored child care program.

I wonder if you might respond now in writing to the following questions which I have regarding private for-profit day care centers and also some rather general questions about your organization. As a new member of Congress at a time when we will have to make decisions regarding many of the points you raised about S.626, I think it is important that I become informed on all aspects of the controversy surrounding the participation in this program by your membership.

1.) What is the total enrollment of children in programs conducted in day care by members of your organization?

2.) What is the total membership of your organization?

3.) Does any member operate more than one facility which conducts day care programs?

4.) Would you provide me with a membership roster of your organization?

5.) Would you provide me with the criteria for membership in your organization?

6.) Would you provide me with materials which are used for the monitoring of programs run by members of your organization? This is assuming that the NACDE does conduct ongoing review of programs provided by its members. If this is not so, could you provide me with materials setting forth the standards which the membership is expected to maintain in the running of their programs?

7.) Are there other organizations or individuals which belong to NACDE which do not directly provide child care services in an indirect fashion?

8.) Will you please send me materials which outline the role played by the Parents Advisory League in providing parental input into the quality of programs provided by members to the NACDE?

9.) In earlier hearings I had expressed concern about parental involvement and I wondered if you might elaborate on this point.

Your written response to these questions will be appreciated and I believe that they will be helpful to me.

Thank you.

Sincerely,

GEORGE MILLER, M.C.

GM:elo

Mr. BRADEMAS. Let me make just one very brief point. It was suggested by two of the witnesses that a voucher system would be helpful in making possible a choice for parents.

I would simply observe so that there is no misunderstanding with respect to the bills that are introduced, these are not mandatory bills. The parents are not commanded or ordered to send their children to a program, to services, made possible through this bill. It is all voluntary.

It is unlike the public school system where children, under most State laws, have to go to school if they are of school age.

Mr. Smith, one of the points you made in your own statement on page 5 was that private enterprise has millions of dollars invested in child care centers.

Also on page 3 of your statement, you say that the preponderance is still in private day care.

I wonder if you could give us some judgment, some information, as to the amounts of money you have in mind. When you talk about private ones, do you mean profitmaking child care centers?

Mr. SMITH. Mr. Chairman, Mr. George Naddaff is here. Mr. Naddaff is from Boston, Mass. In the last 3 years, he has built 27 fine quality schools in the States of Massachusetts and Connecticut. Maybe he can answer that question of economics.

Mr. Naddaff?

Mr. NADDAFF. I am sorry. This gentleman was asking me a question.

Mr. BRADEMAS. What I want to know, sir, is how much money is invested in private profitmaking child care centers in the United States today and what is the dollar volume of business of this kind?

Mr. NADDAFF. I must admit that I do not have that information available. But I can tell you on a per-school basis if we then could find the number of private taxpaying entities that provide services we can correlate that figure together.

The typical school of 100 children would cost approximately $160,000. That would not include equipment. That would just include the land and building and site.

Mr. BRADEMAS. Is that for construction of the building? Is that what you are saying?

Mr. NADDAFF. That is correct. A typical school of about 100 children would cost approximately $160,000.

Mr. BRADEMAS. I wonder, Mr. Smith, if you could make available to us your responses to those questions so that the committee has some idea of the magnitude of investment in, and expenditures on, child care. We would like to know also the dollar volume of sales and, if you are profitmaking institutions, what is the order of magnitude of profit?

Maybe some of your associates could answer this question. What is considered a normal profit margin?

Mr. NADDAFF. I would like to answer that.

Mr. BRADEMAS. Would you identify yourself for the reporter?

Mr. NADDAFF. I am George Naddaff. I am president of the Living-Learning Schools. I can speak to this because I just released our annual report. I look to an average of 12 to 15 percent profit.

Mr. BRADEMAS. What fees are necessary to make a profit in that order of magnitude?

Mr. NADDAFF. Depending on each State and the requirements by each State, it varies. In the Southern States——

Mr. BRADEMAS. In your case.

Mr. NADDAFF. In my case it would be $36.50 per week for a 40-hour week. In the South, the rates would be $22 to $25. You have different requirements and different prices. Land costs, for instance, in the South and Midwest would be less expensive.

But, let us say, in Detroit and Chicago, in the East and West, land costs would be higher.

Mr. BRADEMAS. Thank you.

Mr. SMITH. Mr. Jay Seale, Mr. Chairman, from Louisiana, who is legislative counsel for the Louisiana Association, would like to address himself to that.

Mr. SEALE. Mr. Chairman, I think you would find the report on proprietary day care prepared by the Bank of America very instructional on that subject. It contains an analysis of the cost of operation by percentage of the proprietary day care centers and also the cost of materials and supplies.

A typical profit margin for a day care center the report calculates to be 10 to 20 percent. This is based upon a weekly tuition of $23, an annual tuition of $1,333 per year.

With that, Mr. Chairman, I offer this for the record. If you would like, I will present it to counsel right now.

Mr. BRADEMAS. That would be fine. Thank you very much.

[The information referred to follows:]

Analysis of Cost of Operation by Percentage of Proprietary Day Care Centers Including Cost of Materials and Supplies

OPERATING EXPENSE RATIOS

Typical ranges for a hypothetical day nursery offering full-day care with a hot noon meal for 36 children. Annual gross income estimated between $35,000 and $48,000.

GROSS INCOME	**100%**	
EXPENSES:		
Salaries (director, teachers, part-time receptionist, plus payroll taxes)	55.0%	65.0%
Rent or mortgage/equity allowance	9.0%	14.0%
Supplies and equipment	1.5%	5.0%
Utilities (water, gas, heat, electricity, telephone, trash, laundry)	2.5%	5.0%
Food	8.0%	12.0%
Insurance	1.0%	2.5%
Repairs and maintenance	2.5%	4.0%
Taxes and licenses	1.0%	3.0%
Administrative and professional services	1.0%	2.5%
Advertising	1.0%	1.5%
Bad debts	1.0%	1.5%
TOTAL EXPENSES	80.0%	90.0%
NET PROFIT RANGE	10.0%	20.0%

Source: Ratios derived by the *Small Business Reporter*. Data not additive vertically. A high figure in one column may be balanced by a low figure in the other so that total expenses and net profits fall into the ranges shown.

Mr. BRADEMAS. It is obvious from these responses that there are wide variations.

But I think it would be helpful, Mr. Smith, if you would submit for the record some estimate of what proportion of profitmaking child care is through a franchise arrangement, corporate arrangement, so that we have some idea of the mix of the composition.

Mr. SMITH. Mr. Chairman, I am checking the room. Has Mr. Gillespie arrived yet?

Mr. GILLESPIE. Yes.

Mr. SMITH. Fine. This is Mr. Gillespie from Arizona. He is the vice president.

Mr. Gillespie, would you come up forward so that—Mr. Gillespie is the vice president of Mary Moppett's Day Care Schools. They have franchises in 19 different States, Mr. Chairman. Maybe he can give you some quick insight.

We will follow through with those figures, Mr. Chairman.

Mr. SMITH. Mr. Gillespie can address himself to the matter right now.

Mr. BRADEMAS. Mr. Gillespie?

Mr. GILLESPIE. Yes, sir?

Mr. SMITH. They want to know what the various States are.

Mr. GILLESPIE. The various States? This again depends upon the rules and regulations within the individual State itself. This varies a great deal.

I just literally dropped in since we have a ceiling out there of about 100 feet from Chicago this morning.

I spent the greater part of last year in Chicago with a zoning commission arguing the point as to whether or not we should have 20 parking spaces or 19. We are talking about an acre of ground at tremendous cost.

This is just one of the things that we go through when we are trying to get a center established.

From there you get into licensing. But this is one of the first hurdles.

So to pin this down from the standpoint of the cost of an individual operation that would probably run upward from some $150,000 to $200,000. There is also the problem of adding water and sewer to the site.

Mr. BRADEMAS. Thank you very much.

I think by one phrase in your response you have given me the opportunity to raise one final question before yielding to my colleagues.

You talked about the great diversity in regulations. I know, Mr. Smith, that the question of standards is one of the concerns of your organization.

In the last paragraph of your statement you say, to quote you, "We enthusiastically support licensure, regulation, and even limitation" provided of course that you are included in the program.

But in the sentence that concludes the preceding paragraph you express unhappiness about an audit study of the Department of HEW that in effect as I read your own sentence there suggests standards.

I wonder in view of what other witnesses have said and I believe the lady from Indianapolis remarked upon State licensing as a sufficient

requirement—I do want you to know I paid attention to what you all were saying—what you have to add, Mr. Smith, about the question of standards?

Are you suggesting—and if you are not you will straighten me out, I am sure—that with respect to proprietary child care centers were they to be included in some way in the program under this bill that State standards should suffice for their participation whereas nonproprietary or nonprofit centers would be required to meet Federal standards?

Mr. SMITH. I think you really hit one of the key issues in child care day care today, John.

We have such a diversity of rules and regulations among the States. The city of New York has different licensing procedures than you have for operations in the whole State of New York.

You mentioned this audit report by the Department of HEW. The amazing thing that was found, Mr. Chairman and members, in that report was that the public-funded centers that they found in violation were not licensed in the nine States that they surveyed.

I asked the question to the audit director, "Why didn't the States license these public-funded centers?"

The question that came back from the States was that since they were publicly, federally, supported they didn't need to be licensed while the private provider has to meet high standards in many of those States.

I think what we need, Mr. Chairman, is one of two things. Either a uniform across-the-board so that everybody is licensed in any kind of program, a Headstart program or whatever kind of program they have in America today or you have your other situation where you ask the States to meet certain criteria in order to get the money from Uncle Sam.

But I think if you will bring before this committee the members who did the audit study for HEW and hear the crimes that are going on in the nonlicensed field in America today, this is where the problem is today, not with the people who are doing a good job and giving quality care.

It is these nonlicensed operators in America, just as Congressman Beard was talking about the nursing field. It is because of the laxity of regulations, the laxity of enforcement, that you have the crimes in nursing homes today.

Mr. BRADEMAS. I would just say that I appreciate your observation.

My own view is that it is a disgrace that the Department of Health, Education, and Welfare has not enforced the nursing home regulations. That is not a problem of yours and that is not a problem of this committee.

As it happens we don't have that jurisdiction. But maybe we ought to look at that.

I want to thank all of you, Mr. Smith, for your very thoughtful statements and responses to questions.

Before turning to Mr. Quie I want to reiterate that we are delighted on this subcommittee to hear your views.

I want to say to my friend from Indiana that she shouldn't be distressed if I don't drop everything to answer her phone calls. We get a lot of phone calls and it is not possible to answer all of them.

I don't know who your Representative in Congress is. But I would give him a phone call. If he doesn't answer you know what to do about that.

Mr. Quie?

Mr. QUIE. Thank you, Mr. Chairman.

Mr. Smith, I know you are going to provide some information that the chairman asked you about.

But are all of the members of your association proprietary home operators of proprietary centers?

Mr. SMITH. Yes, sir.

Mr. QUIE. Could I then ask—Mrs. Albano, could you tell me about the way your program operates, such as the days of the week, the hours of the day, the meals that are provided, the kind of child development that is provided in the home or homes?

Mrs. ALBANO. In other words you would like a daily schedule. Is this what you are trying to get at?

Mr. QUIE. Yes.

Mrs. ALBANO. We open at 6:30 in the morning. We are open 5 days a week. We close at 5:30 in the evening.

We provide breakfast. By the way we care for children 1 through 6 in our facility. We have a complete balanced dinner at noon. We also have a snack in the morning. We have a snack in the afternoon.

We have licensed kindergarten teachers for our programs which are included in our fees.

I was a little amused at the fees they were tossing around here because, sorry to say, I only get $18 a week for mine.

Mr. QUIE. $18?

Mrs. ALBANO. $18, right.

Mr. QUIE. Is that the same for the 1-year-old and the 6-year-old? Or does it vary?

Mrs. ALBANO. For the 1-year-old it is $20. The $2 difference is due to paper. Let us face it, Pampers and so forth. This is a very high cost to us. So this is the difference.

Other than that it is $18.

You have to have so many staff per children. We are licensed by the State of Indiana. We have to go by their rules and regulations.

Did I cover everything? Did I leave something uncovered?

Mr. QUIE. What is the ratio of staff?

Mrs. ALBANO. Again it depends upon the children, upon the age of the child.

Mr. QUIE. Could you give me an idea since you have quite a range there of 1- to 6-year-olds?

Mrs. ALBANO. Yes, we do. On the 1-year-olds—correct me if I am wrong—I think it is 1 to 4.

Two-year-olds it is 1 to 5.

Also the 3-, 4- and 5-year-olds I believe it is 1 to 12.

These figures have been changed recently. This is why I stand to be corrected.

Mr. QUIE. And then the 6-year-olds?

Mrs. ALBANO. The same.

Mr. QUIE. One to twelve?

Mrs. ALBANO. I am sorry. Mrs. Townsend tells me it is 1 to 20 now.

Mr. QUIE. One to twenty on the 6-year-olds.

Is that a first grade program? Or is this a prefirst grade program? Do they go to first grade, the 6-year-olds, next year?

Mrs. ALBANO. They go to public kindergarten half day. We care for them the other half day. We have a pickup and delivery service for these children.

Mr. QUIE. So then in that class it would be 5- and 6-year-olds?

Mrs. ALBANO. Right.

Mr. QUIE. What kind of health service do you provide for the children?

Mrs. ALBANO. What kind of health service do we provide?

Mr. QUIE. Yes. For the $18 do you give a checkup?

Do you have a checkup made which they have to pay for and if they have anything physically wrong do you provide for them to see about that?

Mrs. ALBANO. According to our rules and regulations we do have to have a first aid room.

We do not administer any medication or anything like this. That is unless we have consent from the family doctor. We do not take this away from the parent.

In other words it is up to the parent to see to it that the child stays healthy. We do not accept a child in our centers with a temperature. We will contact the mother.

On our admittance form we do have a health form also. This has to be filled out. We do keep this in our file.

Mr. QUIE. Do you require a physical checkup at the beginning or at the end of each year?

Mrs. ALBANO. At the beginning of each year.

Mr. QUIE. At the beginning of each year?

Mrs. ALBANO. Right.

Mr. QUIE. What kind of child development work do you provide?

Mrs. ALBANO. I don't know exactly how to answer you.

Minnie, could you?

Mrs. TOWNSEND. Each program is so different that it is very hard to say, to give a set example.

I can only tell you what goes on in mine. We do have a full educational program for children. Our age level is from 2 to 12. We have an after school program as well.

Our greatest aim in our school is to instill into the young child's mind at a very early age self-confidence, which is one of the most important factors in his young life, self-respect. If he has self respect he will also have respect for others. Self-control, which is so important nowadays.

That is why the school systems are having so many problems, because children have not been taught at an early age to have self-control.

These things we try to accomplish in our day care center.

We do care for special children as well or problem children. It has worked out very well for us because we are able to give them not only a structured atmosphere but a loving home-type atmosphere that can only come from parents. We employ mostly parents who have compassion for children, real compassion, not so much as the real educated. We have them both in our center.

Mr. LAMURY. I would like to disspell some other misconceptions people have about day care, one being that it is strictly custodial.

Day care has evolved in the proprietary sector a great deal over the past 10 years. Many of these centers are providing excellent developmental type programs.

That is not to say that all centers are perfect or ideal. But I think in fairness a lot of attitudes about day care were developed many years ago. It is difficult to change them.

Many centers have these types of programs, utilizing degreed teachers in their programs.

Mr. QUIE. Mrs. Townsend, for your 2- and 3-year-olds, how is the developmental program operated for them?

Mrs. TOWNSEND. As our 2-year-old level it is mostly social adjustment. At the 2- and 3-year-old level they are learning things that their parents don't have time to teach their children, such as caring for themselves adequately, tying their shoes, a simple thing like tying their shoes, dressing themselves properly, using the bath facilities properly.

They are learning how to use table settings. We take them on field trips to teach them how to get along in public life.

We try to train our children in a manner acceptable to the public in all situations.

Mr. QUIE. What is the charge?

Mrs. TOWNSEND. We have an adjusted fee scale depending on the income of the family. I would say the average is something like $18 or $19 per week.

Mr. QUIE. How does the Federal assistance operate?

Mrs. TOWNSEND. We have a Federal guideline that has been handed down to us. It is very low. I am hoping that they will increase it. We do go by that.

It is hard. I think the top is $3,600 if I am not mistaken, possibly for a family of eight. So you can see it is very low. At that level there is no charge. We do have some children with no charge.

Mr. QUIE. You mean if the income is $3,600 or less for a family of eight there is no charge?

Mrs. TOWNSEND. There is no charge.

Mr. QUIE. Do you receive any Federal money for children who are on welfare?

Mrs. TOWNSEND. This Federal guideline is handed down through our local 4C, community coordinated child care program. It is included in there.

Mr. QUIE. Does welfare pay for any of the children?

Mrs. TOWNSEND. Welfare will only pay a subsidy to ADC families. You have other families who are near the peak of poverty who cannot get any funds to supplement.

Mr. QUIE. You receive some money from welfare recipients. Some pay for their own.

What about the low-income people who can't pay for their own? Who pays for that?

Mrs. TOWNSEND. No one. We take the slack.

Mr. QUIE. Who is "we?"

Mrs. TOWNSEND. Our organization. Our name is Child Development Center, Inc.

Mr. SMITH. She means her company.

Mrs. TOWNSEND. Our company takes the loss for that.

Mr. QUIE. The company takes the loss?

Mrs. TOWNSEND. Right. We have been for quite some time.

Mr. QUIE. What do you do about the various incomes in your program?

Mrs. ALBANO. We have taken care of children free of charge. I personally feel that if this person is trying I will go along with her. I am ready to help her in any way I can. We have taken care of welfare children. Very few, however.

Mr. QUIE. In this case does the welfare department pay——

Mrs. ALBANO. Yes. They pay the full amount, which would be the 18 or the 20, either one.

Mr. QUIE. In both of your areas is there a Head Start program in operation?

Mrs. TOWNSEND. Yes.

Mrs. ALBANO. Yes.

Mr. QUIE. What are the costs of the Head Start program?

Are you aware what that is?

Mrs. TOWNSEND. The cost of the Head Start program?

Mr. QUIE. Yes.

Mrs. TOWNSEND. I have no idea what the cost is. I know in our particular area they mostly have a half-day program for the nonworking parent. We cater only to working parents of low-income families.

Mr. QUIE. Mrs. Albano, does the $18 take care of the total cost of your program? Or do you have somebody helping?

Mrs. ALBANO. No. We are strictly privately owned. That is it. We get $18 or $20 and that is it. We receive no Government funding.

Mr. QUIE. And no industry or community chest?

Mrs. ALBANO. Nothing at all.

Mr. QUIE. Can you make a profit on it?

Mrs. ALBANO. Not the last 3 years, no.

Mr. QUIE. You probably qualify for nonprofit status then.

Head Start runs $1,500 up to $3,000 a year in cost.

Mr. LAMURY. In New Orleans it would be approximately $30 a week for day care.

Mr. QUIE. Do any of you operators ever receive money from Federal programs?

Mr. SMITH. Yes, Mr. Quie. There are many providers in the room that work in this field.

We have a person in the room by the name of Joyce Hatton from Michigan who has been very instrumental in working with the State of Michigan in developing a program.

Joyce, would you like to speak on that matter?

Mrs. HATTON. I am Joyce Hatton. I am from Lansing, Mich. We have 1,800 ADC children that we take from our State of Michigan and about the same amount of private pay. There is a mix in every center. It is about 50 percent of each.

That is title IVA of the Social Security Act of 1967, 75–25. The 25 percent matches from our State legislature.

Mr. QUIE. Could you give us information for the members of your association? Those who receive assistance, some of them may be on a contract basis. The prime sponsor is a public or private nonprofit organization.

Mr. SMITH. Mr. Quie, we have a Mr. Robert Powers from Rhode Island also. He is involved with payments under a different program. I think he might want to address himself to this at this time.

Mr. POWERS. Mr. Quie, fortunately in the State of Rhode Island we have some regulations governing proprietary nonprofit agency development child centers.

In the State of Rhode Island they allow each agency providing services to qualify for Federal money for support under a competitive type of proposal.

The centers that I represent have been fortunate to get grants under the ADC program, $32,000 in the last 2 years.

We have been fortunate to get model cities money.

We are doing a quality job in child development.

I am sorry I couldn't speak. I don't want to go on to a new subject.

But what is disappointing to me is that under this bill we will not be consiered in the State of Rhode Island as a prime sponsor under this legislation.

We will not be able to develop a proposal to gain these funds under the bill before you.

It is very disappointing to me. In the State of Rhode Island we provide 49.5 percent of the day-care services. Historically it was a greater percentage.

This money will not go to the people in Rhode Island who are providing these services. It will go to other people.

I think it is unfair. It is unfair to families who will not have the choices. I believe the bill is an excellent piece of legislation. I think it is comprehensive. I think it is a piece of legislation that should have been introduced in earlier sessions. It is going to help many children in this country. It is going to benefit society.

But I just don't like this section where our centers in Rhode Island, proprietary and private, will not be eligible to become prime sponsors.

Mr. BRADEMAS. Will the gentleman from Minnesota yield?

Mr. QUIE. Yes. I yield.

Mr. BRADEMAS. Just so that our guest from Rhode Island is clear, under the bills as introduced he is quite correct in saying that profitmaking centers would not be eligible to be prime sponsors.

But he was not correct in saying that such centers would not be eligible to operate programs.

If you take a look at the bill you will see that the latter is possible provided that the centers meet standards and have Parent Policy Committees and are chosen by the Child and Family Service Councils.

Mr. SMITH. Mr. Chairman, may I address myself to that, Mr. Chairman.

Mr. QUIE. You may go ahead.

Mr. SMITH. Where we differ is that in this section you have the word "priority," Mr. Chairman. How can you determine and how can the committee that is going to make the selection determine between a proprietary outfit and a nonprivate provider if he is caught with the word "priority to be given to the nonprofit?"

Mr. BRADEMAS. I think if I could respond, you make a perfectly valid point from your perspective here. I wasn't meaning to get to that whole thing although I am perfectly willing to do so.

I just want it to be clear that it is not accurate to say that the bill outlaws participation by private profitmaking centers in the programs provided under the bill.

Then we can argue about that. I just want to get the polemics of the discussion accurate.

Mr. POWERS. Mr. Brademas, I am sorry to interrupt you. I did state that they would not be eligible to become prime sponsors. All I ask is the eligibility to be considered with other agencies that are providing day care services.

I do realize that we could get funds from this bill from nonprofit corporations that are set up and have never been involved in this field at all.

I understand that under this bill four people could get together for appearance. One professional provider of day care services that has probably never provided day care services can start a nonprofit corporation and be more eligible than the providers have been.

Mr. BRADEMAS. Perhaps it would be useful, Mr. Quie, if our friend from Rhode Island would meet with members of the staff after the hearing to resolve this matter.

Mr. QUIE. This bill provides aid indirectly to public and private nonprofit—and does not provide aid directly to profitmaking organizations or agencies. Sometimes you think of the Government putting a big chunk of money in Lockheed or Penn Central, profitmaking organizations, but not normally.

When Head Start was established through the Office of Economic Opportunity I believe they made an effort to stay away from people who had operated preschool programs for a long period of time.

You can go a long way back to World War II when it was necessary to encourage people to move from other parts of the Nation to defense plants.

Mothers and fathers were gone. The father was probably in the service and the mother working as a riveter in the plant. Preschool programs were established at that time. There was a tremendous record of mistakes and successes.

I think when we expand now we ought to draw on the experience that people have had through the years in programs even though I doubt that we will be able to make the money go directly to the profitmaking organizations.

Mr. SMITH. I think those are the frustrations, Mr. Quie, that most of the providers find, that when HEW sets out guidelines or rules and regulations they bring in a cast of thousands of people. But they don't go to the providers to sit down and say, "What do you really need? What are the problems that you face?'

So they put out these guidelines. They put out these rules and regulations.

When it gets down to the State level the same problem exists, that the Governor appoints committees and advisory boards and again you have casts of 80 people, 50 people, and the ratios are 90 to 1; there will be 1 provider among 90 people from outside the field where you are doing the work.

In commenting on the work that the private provider can do the Singer Corp. has had a long history in the day-care field.

Robert Kowash is a director of programs for the Singer Corp. He was going to be here today but he got hung up as well.

But they do work under Government programs. As a matter of fact they have managed Headstart programs. They have managed welfare programs in major cities like Orlando, Pittsburgh, and have done very well as the managers for those programs for all the agencies in that city.

So going back to what Mr. Powers was talking about, Mr. Quie, the proprietary provider can qualify and should qualify as a prime sponsor because many of the people in the field have the expertise to manage the large operations in day care.

Mr. QUIE. Mr. Chairman, I would like to pursue one other question. I don't know which of you want to address it. You can take your pick.

After the day care or child care development legislation was vetoed in the previous Congress I received substantial information. Some research projects indicated that for the children in their early years—and they talked about from birth to 8 years of age—there were times in a group setting where later on there were emotional difficulties for the children because of that.

I think based on some of that research and information the Federal Government has started what we call Homestart, trying to bring help and services to the home and build on the concept of the one-to-one relationship.

A lot of this comes from Dr. Skulke's data of close to 40 years ago. The group relationship was a problem where both the mother and father were not at home in a one-to-one relationship with the children.

Mrs. MITCHELL. I am the logical person to address that. During World War II the private school operator became totally a war nursery. I have been trying to find out whether ours was the only one on the east coast subsidized by industry.

Raytheon asked us to do the job that they felt they were incapable of doing.

No two children are alike in their needs. Most definitely I have said to parents, "This school does not suit your child. Your child should be in this kind of a program or this kind of a program."

This is what I am pleading for, that there will be all kinds of programs. We need family day care for the children who would benefit most by a very small group.

We have very bright children who thrive in a center with a wonderful educational program for 100 children. I have seen both.

I think what we need is to provide a multiplicity of services which will adequately take care of all the children.

Did I answer your question?

Mr. QUIE. You did a good job.

Mr. SMITH. Mr. Quie, as a followup Mr. Powers gave me a study that Rhode Island did on day care. This was a quote from the Child Welfare League of America.

They did a study as well in 1970. They found in New York City that, quoting from their study, "These family day care mothers seemed adequate. They are mature, responsible women. We found that they were satisfactory, qualified as caretakers.

"We soon found however that conditions in two-thirds of the homes were detrimental to the child's development."

This is a Child Welfare League study in 1970 in New York City.

So there are problems in that field that have to be explored in more depth.

Mr. QUIE. Could you provide the information to us on the studies that have been completed? You mentioned one here.

Mr. SMITH. Yes, the Chairman did ask for some studies and materials. We will be happy to supply the committee with these studies.

[The material referred to was not available for the record at the time of printing.]

Mr. BRADEMAS. Mr. Lehman of Florida.

Mr. LEHMAN. Thank you, Mr. Chairman.

I was interested a few minutes ago in a statement by one of the parties in your group that the problem is not basically a proprietary association such as yours but the fringe operator of the public facilities without the proper experience.

In the State of Florida there is no accreditation provided schools at this time. Anybody can operate a private school.

But in anticipation of these kinds of changes, that are not going to be forthcoming for the State of Florida or Dade County, where I am from, to make the necessary type of accreditation requirements, as a member, what are the requirements that you have in your association, that would prevent the disreputable—when the operator of a center cannot meet the requirements?

In other words what accreditation studies do you have to permit someone to join your association?

Mr. SMITH. I think we can answer it best this way, Mr. Lehman. What you said is true. There are 50 different States with 50 different licensing requirements.

In the State of Nevada they have a little book that is about four pages. That is the rules and requirements in the State of Nevada.

The State of New Mexico, I don't think they have revised the rules and regulations for day care since 1922.

But going back to our association our mandate is that you have to be a licensed provider in the area that you come from. You have to meet those standards in the State.

Let me show you the difference. Here is the State of Colorado. You can see how extensive the rules and regulations are in the State of Colorado in order to qualify to give the quality care that I think all members of this committee are looking for.

Mr. LEHMAN. You really haven't answered my question except that anybody who puts up the fee to join your association can do so.

What type of self-policing function does your association have that we can look at for the kind of leadership in this field?

Mr. SMITH. In the past members have come into the association saying that they were licensed. We found that they weren't licensed. We then removed them from the organization.

Mr. Powers of Rhode Island will tell you the situation in Rhode Island.

Mr. LaMury will tell you what they do in Louisiana.

Mr. POWERS. Sir, just to answer your question, we have a letter that was sent to an operator in New York City who had unlicensed facilities. I would like to submit that letter for testimony to prove

how we screen our own field and we try to promote child development programs, regulations, and rules.

We support quality child care. We feel every State should have licensing procedures to insure this.

Mr. LAMURY. Mr. Lehman, with regard to Louisiana our organization in Louisiana, the Federation of Child Development Centers, serves on the State Board of Licensing Committee.

We have been in the forefront of the battle for high standards. In fact the most resistance we have met to raising day care center standards in Louisiana is from the bureaucrats who feel it is a nuisance to have additional work heaped on them.

Mr. LEHMAN. I hate to belabor this issue. But you really still haven't answered my question.

If a person can be licensed in Dade County simply by paying a license fee and simply by having a washroom or two or simply by having a zoning requirement, that private operator can join your association simply by meeting the very loose requirements of Dade County.

To me that is no criteria for quality operation that I think I was trying to pursue in this question.

Mr. SMITH. Mr. Lehman, I think Mr. Naddoff will address this.

Mr. NADDAFF. Sir, isn't that the problem of Dade County, for licensing?

Mr. LEHMAN. It isn't necessarily for Dade County because what is happening in Dade County is happening all over the country.

But what I would say is, you talk in terms of being an organization that is going to be adequately represented in this field to prevent the abuses.

But I am still trying to find out what you do to see that you don't have those kind of operators.

I am not trying to make an anology. But I used to be president of a used car dealers' association. Anybody can be a used car dealer and pay the license fee and put up bond. We had people in our association that were disreputable operators. We kicked them out and they lost their shield.

Did you ever kick anybody out of your association for bad operation?

Mr. SMITH. Mr. Lehman, I think you missed the point again. Mr. Powers is going to submit a letter to the committee asking a member to leave the organization because he did not meet the criteria. What do you want us to do?

Mr. LEHMAN. I want you to set up a guideline of accreditation if you are going to seek the kind of Federal programs if you hope to be a prime sponsor so that if people are in your organization we will know that they are meeting these kind of criteria and we can deal with them on a basis that we would know that they are not going to be gouging or being irresponsible in any other way.

Mr. SMITH. Mr. Lehman, being a freshman Congressman and being the first time for getting into this area, I think you will find that the minimal licensing standards they have in Florida are better than none at all. But the Federal programs are not licensed in the State of Florida.

So I think the job that has to be done is to find out, as Mr. Brademas said, why HEW isn't doing more about enforcing these licensing standards that the private operators have to meet for Federal programs.

Mr. BRADEMAS. The Chair might interject that Mr. Lehman is not a new Member of the House.

Second, he has had long service as chairman of the Dade County School Board, one of the largest school systems in the United States.

The Chair feels it is appropriate to put that on the record.

Mr. LEHMAN. I think being a freshman is a compliment rather than anything else particularly these days. I would like to join that crowd.

I don't want to pursue it any more. But if the Chair would permit me I would like to introduce a constituent of mine from Dade County who is familiar with the problem there, Pat Goldstein, president of the Jewish Family Services of Dade County.

Do you want to stand up?

Thank you very much.

Mr. BRADEMAS. Mr. Cornell of Wisconsin?

Mr. CORNELL. I am a first-term Congressman. I don't particularly care for the term "freshman," however, having been in education for 34 years. It has a certain connotation to me.

Mr. Smith, I noted on page 6 that you alluded to parental participation in the program. I would like a little further development on that.

To what extent do your proprietary institutions have parental participation? The legislation does discuss that throughout.

Mr. SMITH. Let me address it from the pro and con sides of the parent participation, Father. I am also from Wisconsin. I am glad to see we have some progressive freshmen, newcomers, whatever the case may be, from Wisconsin.

The problem with the parent involvement is the providers—and they can address themselves to it more than I can—find that the parent today is working 40 hours or longer and their involvement in what is happening to the child at the school is very variable.

It is very difficult to get parents to find out what is going on in the school. In Colorado the other day they put up a notice for a rap session with the parents and asked if anybody had any complaints or any problems, whatever the case may be.

Out of 150 students in the school not one parent showed up. I don't know if that was indicative that there were no problems, no complaints, or whether the mother was too tired when she got home to attend the meeting.

What we have tried to do in the proprietary end is set up an organization called the Parents Advisory League where we have asked the parents to play a role such as the PTA is doing in higher levels so we can get some input, some ideas in the field.

Our problem with the bill in parent involvement is that the way the bill is written now is you are going to ask these mothers, especially the mothers, to play a very active role in deciding on what groups should get the money and make other judgments when they don't even have time to worry about their child in one individual center.

Mr. CORNELL. May I say, Mr. Smith, I agree with you. I mentioned here before for the record that I took a rather cynical attitude about

parental patricipation because in my experience this doesn't take place. There is very little real interest in this sort of thing, unfortunately.

Mr. SMITH. Maybe Mrs. Mitchell would like to address herself to that.

Mrs. MITCHELL. Once again I think we have an obligation to seek good answers to the problem and to try every possible means and provide any number of opportunities for parental input and contact.

If a mother is going to pick up her child at 5:30 she would be much too tired to go home and come back in the evening to listen to a discussion on curriculum.

We should have supper provided for her and the child at 5:30 and let her look at the slides then. Or we can experiment with things like asking people to come a half an hour early and have breakfast with the children and a word or two with the teacher.

We need to have an open door for the mother who has something to talk about and make her feel welcome and that she will be able to come in.

We try very, very hard. We find that in our schools it is the parents who are not working more than 3 hours a day or who do not work who want and ask for these parent sessions, parent training programs, all of the extra things that we can do for those who will participate.

Many of the others who would like to don't have the energy after they have worked for 40 hours and you have to go home and get the meals and be up again the next morning.

Mr. CORNELL. I believe Ms. Slack mentioned that she favored the voucher system. Is that right?

Ms. SLACK. Yes.

Mr. CORNELL. I think the reason you gave is that it would offer freedom of choice.

Ms. SLACK. I gave several reasons; yes. One of them was freedom of choice.

Mr. CORNELL. But you will admit that behind it would be the economic motivation, right?

Ms. SLACK. Economic motivation? For the parent?

Mr. CORNELL. No; as far as your proprietary——

Mr. SLACK. No; it isn't. I don't need the money. The parent needs the money. The voucher system is not going to give me any more money than I am getting today.

Mr. CORNELL. That is true. But in keeping enrollment up, wouldn't the voucher system help in that respect?

Ms. SLACK. It would give us equal terms in the field of day care; yes.

Mr. CORNELL. Right. Thank you.

Mr. BRADEMAS. Mr. Beard?

Mr. BEARD. There was talk about how one State might license one way and so on. Same way with nursing homes across the country. Every State has a variation.

Would you be in favor of every individual State setting up its own criteria as far as licensing goes or would you prefer since we are talking about Federal legislation to have a uniform set of standards drafted here in the Congress and this would go for the entire 50 States?

Mr. SMITH. I think the problem is that the providers do not have the input on the rules and regulations that they have to work under.

That is the big problem, that you have people who are from the different academician roles and other roles of input saying this is how it should be in theory. But they don't go to the providers and say, "How is it going to work practically?" That is the problem in licensing on a national, State or county level.

If we had the opportunity to sit down with the administrators to work out what would be the practical rules and regulations we all could abide by for any area, federally funded, State supported, or proprietary operators, Congressman.

Mr. BEARD. What is the criteria for example in your area to get a license?

Mr. SMITH. You can ask any of these from the States.

Mr. BEARD. How about Rhode Island?

Mr. POWERS. As far as a day care center to qualify for a license?

Mr. BEARD. Yes.

Mr. POWERS. First of all you have to go to the State and apply for a license. You have to prove to the State that you can provide a service and that you have an educational program that meets the approval of the board of regents.

You have to have a building. You have to prove that financially you can support the program. You have to have a qualified staff. In Rhode Island we have to have nutritional consultants, health consultants and an advisory report consisting of pediatricians and many other experts.

If you meet all those requirements then you are eligible to receive a license.

The State of Rhode Island is an example of good laws and regulations on day care. Other States have adopted these. The standards exceed the Federal guidelines in many areas.

Mr. BEARD. Would you like to see Rhode Island across the country?

Mr. SMITH. If we could have the input, Congressman, about these standards. This is the problem we have.

Mr. BEARD. In many cases standards are by discretion.

Mr. SMITH. In some areas; yes.

Mr. BEARD. That is a problem in nursing homes. They might hit once a year, maybe once every 2 years. I am saying if we have this standard set of rules across the country some other States might be better off.

Mr. SMITH. I have a lady from New York, Ruth Johinen, who would like to tell you about her problems.

Ms. JOHINEN. I am a private school operator from Long Island in Nassau. This is one of our big gripes in the State of New York. I can show you some beautiful rules. If you look further you find that this exempts any group in the State that operates 1 minute less than 3 hours.

So all the groups open 2 hours and 45 minutes in the morning and 2 hours and 45 minutes in the afternoon.

Mr. BEARD. What do you think about the parents' involvement and how they fit into the picture?

Is that part of your activities, to see to it that parents get involved in the programs?

Mr. SMITH. I think Grace Mitchell alluded, Congressman, that the practicality of the matter is that you are not going to get them involved because of their obligation to their job and their obligation to their other homemaking chores.

They won't have time to sit down and spend many hours at board meetings, committee meetings, or any other kinds of meetings.

Mr. LaMury, of Louisiana, would also like to speak on that matter.

Mr. LaMury. Mr. Beard, what many centers are doing in Louisiana—and we use the same policy—is to try to invite the parents out several times a year to discuss with the teachers, with the directors, question of curriculum and discipline, things in this area.

It is difficult to get a working parent out. If you do it on an occasional basis like three or four open houses you can get the maximum amount of parent participation that you can reasonably expect.

As far as parents sitting on a board and recommending a program, it is very unlikely. It is not a realistic provision as far as we are concerned.

Mr. Beard. Thank you.

Mr. Brademas. Mr. Hall, of Illinois?

Mr. Hall. As a former teacher, we used to schedule parent-teacher conferences at night. It was difficult to get some of them out. My experience was that those who came were the ones who didn't need to be there. It was somewhat frustrating. So I understand your problems to that extent.

As a former public school teacher at least I think I should say something in defense of the public system of education clear across the United States. I think that on balance they have served us very well.

We are not too far as a nation into this thing called kindergarten. Here we are talking about child care centers and preschools. I have had some background and experience with Headstart programs at least and visiting private nursery and day care centers in 45 States.

I was fortunate enough to be a consultant and a salesman with a publishing company. I think in all fairness I would say that I have been in some nursery schools and day care centers that would offend you to call them "custodial." At least they were one step removed from custodial. As for the public schools, that has not really been its traditional role.

When I was working with Headstart in 1966 it was difficult to find anything that would approach the title of "prekindergarten curriculum."

I believe that on balance the public schools have served us very well.

I have no questions.

Mr. Brademas. Mr. Quie, do you have some other questions?

Mr. Quie. We have got a host of preschool programs on the books, directly or indirectly impinging on this legislation.

I doubt that the Federal Government is going to deal directly with private day care operators. There will be somebody in between. At least Washington won't deal directly.

So it will either be as this bill proposes, making prime sponsors of public or nonprofit agencies which then would be able to contract with you.

Or there is a possibility we would go the route that we have gone in other areas like CETA where a larger prime sponsor was selected for an area and that sponsor then contracts with everybody within that area.

I doubt that anybody would want to cut you out from operating the programs.

Who do you think you could deal with? Let me run down a litany that could be in effect: the regional offices of the U.S. Department of Health, Education, and Welfare; it could be the State; it could be the prime sponsor operation. So you are dealing with mayors and county commissioners, councilmen. There is the possibility of school boards being prime sponsors in the area.

Mr. SMITH. I think maybe the ideal situation that is coming in the States, Mr. Quie, is that many of the States are trying to organize something either under the Governor's office or as a separate agency to take these different agencies like the Health and Welfare Department, the Department of Education, all these offices, and deal with a center operation in one office and that you will bring people into this office who have experience in licensing or teacher qualification or staff qualification.

I would think that the money, Mr. Quie, should go down through the States to this office for children and then let the proprietary operators and nonprofit operators meet with the office, make their program applications, whatever the case might be. I think this might be the ideal way.

The second way we have been advocating, Mr. Quie, was that we feel that this money could go to the State and let the State administer it to the parent and let the parent have the choice of whether they want to go to the XYZ nonprofit or if they want to go to the XYZ proprietary operator, whatever the case may be.

In America we have always had the freedom of choice. If you want to send your child down to the church school or to the public school or to a private school you have an opportunity.

We think again that the proprietary operators are giving the quality case because remember we have 70 percent of the children in the day care field today.

These people, the parents, when they go into the proprietary operation they must feel that there is some quality there or they wouldn't have the children there, Mr. Quie.

So those are the two answers to your question, I hope.

Mr. QUIE. Yes. I heard your testimony about the voucher, which is another way of operating it. I imagine it would operate in some way like the food stamps operate now. That in effect is a voucher for food.

Mr. SMITH. Let us say a little more effectively than the food stamp program.

Mr. QUIE. We hope so.

I don't recall hearing the 70 percent before. Is this the estimate of the percentage of day care children that are in——

Mr. SMITH. Yes. Senator Long and his Senate Finance Committee came out with a report, Congressman. It came out in 1974. I can be corrected on this. But I believe it showed that 70 percent of the children in America today were in a proprietary operation.

Mr. QUIE. Let me ask about certification of the employees. I won't call them "teachers." I don't want to call them child development specialists.

Have you got a name for the person who works in——

Mr. SMITH. The New York City delegation can address themselves to that because in New York City they have to be degreed teachers and in some cases they have to have masters degrees. So it goes back to the

questions we were getting from this side about licensing procedures.

In many States they require that the people who are working in a center have certain degrees or so many hours of child development education, whatever the case may be.

In some States it is just a staff person who has some loving care for children with no educational background.

Mr. LYNNE. My school is registered in New York State as well as the city of New York. The city regulations are under the department of health. The department of health regulations, once again, are different from the State of New York.

The city of New York regulations are much more stringent than the State of New York. The city of New York's licensing is probably better than some of the other States in the Union.

But let me just tell you a little bit about the department of health in the city of New York. We must have a licensed teacher. That means a male or female who has a bachelor's degree in education. They must have taken the State test after graduating from college in early childhood.

They must have a State license in order to teach. The city of New York also requires an assistant teacher. The assistant teacher must have a minimum of 2 years of college.

Sometimes the city will go along and work along with a girl who is just starting in school. But they do require the assistant teacher to have college education. They want them to have an ongoing course of education.

The city requires that we submit everybody's name and college background to them before they will OK a party or a teacher who is going to work for you in your school.

Our ratios are very, very high. I should say low. In fact we have almost a 7 to 1 ratio.

In the city of New York our children are not mixed in groups. We have 3-year-olds. We have 4-year-olds. We have 5-year-olds.

For the 3- and 4-year-old category the city requires a 10 to 1 ratio. We have 15 in a class. We have a licensed teacher also with an assistant teacher.

For 5-year-olds they require a ratio of 15 to 1. If you have 16 children in the class you must have two teachers in the class. Does that answer your question?

Mrs. KATZNER. One of the gentlemen asked a question as to how we police ourselves or regulate ourselves.

We had a meeting with the Department of Health in New York City. The thrust of our meeting was to plead with the department to maintain the regulations of the code. It is to everybody's benefit to meet these stringent standards.

The code exists. But day care agencies operated by religious organizations do not have to meet these standards. We have already been told that day care agencies run by the State or by the Federal Government do not meet these code regulations.

I personally went to the health department and asked them, please to close down the schools that were not running, were not meeting, their code regulations.

Mr. QUIE. Brooklyn, again, the city, does not regulate Headstart programs?

Mr. SMITH. Day care mothers are licensed to take up to six children. There is a limit in Colorado.

Mr. QUIE. In New York what is the charge per child in your day care program?

Mr. LYNN. For a full-day child we receive $150 a month. I open my center up at 7 in the morning. We close at 8 at night.

Mr. SMITH. Mr. Quie, I would like to show what New York is paying for day care. I think this is from Long Island or "Newsday." It is May 25, 1974.

"It costs $174.85 a week for each child in the Elmont Day Center, $143.20 in the Lake Day Center and $135.85 in the Union Day Center."

Mr. QUIE. What centers are those you are talking about?

Mr. SMITH. They are State-supported. In Nassau County they are supported by the Department of Social Services. Private day care centers cost between $21.50 and $50 a week.

Elenor Clark said she was shocked when she heard the county figures of $174, $143, and $193 a week in the State of New York.

Mr. QUIE. I can see why you want some of that money.

Mr. LYNN. I would be happy to settle for half.

Mr. GILLESPIE. We operate 70 schools throughout the United States. Our approach to this type of thing is that we find that in many States they do not have as high an income level as the States we have centers in.

If you have the type of educator—and I have been an educator 20 years and God bless them, but you can get overqualified people to the extent that they are so overqualified that they are going to command such a salary that you are going to price yourself out of the market.

Mrs. KATZNER. Yes.

Mr. GILLESPIE. We have been following what the Federal Government has been attempting to do in the line of a consortium where you take a person and they are an inservice training program where you graduate up the scale with a loss of competencies until this person gets to the point where they can become a career assistant or a worker in a day care center.

From that they can step up the ladder with other competencies to the point where they can become a teacher or assistant director or director. We have implemented this within our company in the last year along with our curriculum which we have gotten from the General Learning Corp.

Mr. QUIE. In New York, are the employees union?

Mrs. KATZNER. No.

Mr. BRADEMAS. Mr. Shanker is coming down here soon.

Mr. LYNN. Mr. Shanker would like to. As a matter of fact he has gone into the public agencies just recently and has tried to organize the members of the public agencies into the union.

Mr. QUIE. Mr. Smith, one last question. I would like to mention something of my experience working with handicapped children. When a loving mother worked with a handicapped child or any loving person it was much better than a person who knew more about it but didn't have that loving care.

If you have a person who is really skilled in working with a handicapped individual and had loving care as well, then very phenomenal things occurred.

That is why I would like some information from you as to the quality of the specialists.

Mr. SMITH. HEW has been funding a consortium program now for almost 3 years, Mr. Quie. I think you should ask HEW what kind of results they are getting. They are spending all this money, millions of dollars to study what kind of people should be in the centers.

I have not seen a report. I think this is again just a waste of Government money and getting no result, as you talked about before.

Mr. QUIE. Is that the Office of Child Development?

Mr. SMITH. It is a child development consortium program.

Mr. QUIE. I am not too enthusiastic sometimes about the information I get from HEW.

Mr. SMITH. They haven't had a director of that office in the last 3 years. They just gave out this summer $2.6 million study to ABT Associates of Cambridge, Mass. to do a 3-year study on many of the questions that you people are asking about. What is the bottom line cost for a proprietary operator? What does the parent get for it? What does the child get for it?

Mr. QUIE. Mr. Lehman, and other members, it is going to be 3 years before those results come in. They should have been done 3 years ago.

But because the Office of Child Development has had no leadership all this time I think you should bring them down here and ask them what they are doing.

Here is where the crunch comes in. If you pass this bill and send it over to HEW what kind of administration are you going to get once they get this bill over there?

It will be lousy or worse.

Mr. LEHMAN. I would just like to state to Mr. Smith that we will have the administration come down here and testify. I think it is high time. Before we pass this bill we should ask them how they are going to evaluate the results if and when they do come in.

Mr. SMITH. Mr. Slack and Mr. Seale want 1 more minute of closing argument, if you would, Mr. Chairman.

Mr. LEHMAN. Without objection

Mr SLACK. I would like to clarify something with Mr. Cornell about the voucher system or at least the impression you left with me.

It isn't so much that we would want the money. I feel again to reiterate that this would give these parents freedom of choice as to which center they would want to attend. By doing this, you would insure quality day care.

As far as money, the gentleman from Louisiana stated earlier that a small percentage of our children going to a federally funded center, et cetera, could wipe us out of business and all the years' investment we have put into this.

Mr. CORNELL. I don't want the gentleman to misunderstand me. I had my own reasons for asking that question, as it relates to my own particular interests.

Mr. LEHMAN. One other party?

Mr. SEALE. Mr. Lehman, I am T. Joy Seale. I am executive director of Louisiana Federation of Child Care Centers I am an attorney. I represent many of these day care centers in their business and governmental relationships.

In Louisiana 3 years ago, we had an awful condition in the day care profession. We had acrimony and animosity existing between the day

care operators in the private sector and those in government who had the job of regulating them. As a matter of fact, I can sympathize with the frustrations encountered by members of this panel because many of the day care operators I represent were so frustrated with the governmental relationships that they sought an opportunity to embarrass and humiliate and confront any government leader, whether or not appropriate.

But in the last 3 years, we have effected a marriage of sorts between State government and the private operators and the public operators in order to police the day care profession, in order to upgrade standards.

I personally authorized major portions of the licensing code in Louisiana on a panel composed of members from public, private, and governmental sectors, together with experts in the field of child development, education, and health and safety.

So I am familiar with agency law and with day care regulations. I am also familiar with the economic problems of day care private centers on a small scale.

I want to highlight the problems of the small day care center for this committee. I am talking about day care centers with enrollments of, say, 30 to 100. They fit into the category of small operators.

The owners of these facilities do not receive dividends for the most part from their business enterprises. Their business pays them enough money to pay them a salary. If they make dividends at all, it is in the range of 10 to 20 percent.

These are not corporate giants that I am highlighting to you for this particular purpose. I want to say that these private day care people have selected a most honorable profession, the care and nurture of young children.

They have developed it into a specialty which has just now been recognized by the educational establishment as a separate discipline, child development.

It would be a tragic waste of the talents and skills and facilities developed by the private sector over the years to not include them in a more meaningful way in this legislation.

For example, I don't consider the present bill to be inclusive of the private sector except in a token way.

Real inclusion would raise the quality of child care, private and public. I think participation should be on the basis of quality. Set your standards as high as you think they ought to be.

But make them from the standpoint of quality and not from the standpoint of status, profit or nonprofit.

Finally, I would say that the marriage of government and the private sector has worked very well in Louisiana. It has worked for the benefit of government.

Funds the government has provided have gone farther and have worked for the benefit of day care providers in that they are included. It has worked for the benefit of children. They have been able to receive day care at a cost which is not prohibitive to their parents.

Finally, I want to say just by way of wrapping up, there are two inquiries I would hope the committee would find time to make. One of them is in the area of educational and child development materials that are available to day care centers for use by paraprofessional people.

These two major corporations which publish the materials, I have looked at them and I consider them excellent. These are available for purchase by day care centers. It means that paraprofessional staffs can begin to do a professional job.

I speak of the Lippincott program and the program by General Learning Corp. I would think the committee would be interested in learning what kind of paraprofessional materials are available.

Finally, I did not detect sufficient attention in the bill to funding the purchase of educational and instructional materials, and the operation of these materials in the bill. I would hope you would give some consideration to that.

Finally, let me say that I am honored to be here, and I appreciate all the attention you have given to the private sector today.

Mr. LEHMAN. Thank you for coming down.

Your testimony has been very valuable. The kind of exchanges we had are good to get these kinds of things out in the open so that the differences hopefully can be resolved.

Mr. SMITH. Thank you, Mr. Lehman.

Mr. LEHMAN. Any other material you have, without objection will be inserted in the record.

Mr. SMITH. We will be happy to come back at a later time if you find that there are some questions that call for other witnesses that you would like to have some answers on.

Thank you, Mr. Chairman.

Mr. LEHMAN. If you would like, perhaps you would be willing to submit some questions in writing. We can get the staff to answer them.

Mr. SMITH. We would be more than happy to.

Mr. LEHMAN. As far as Mr. Cornell and Mr. Hall, maybe we can rotate this chair around a little bit so we can all get around and still keep this show on the road.

In the meantime, I would like to have the National Panel on Family Day Care and the New York Panel on Family Day Care.

If you can all come up, we can probably expedite things in that manner.

Are we still together here now?

Dr. Piers was to appear in Chicago, but we had to cancel that. This is a distinguished panel of top-level people not only in New York State but in the country.

I am privileged to have you here at this time.

I would like to turn over the chair to Congressman Bob Cornell, the gentleman from Wisconsin. I will return as soon as I possibly can.

Mr. CORNELL. I would appreciate it very much if you would attempt to summarize your statement. There are quite a few of you here to testify.

Dr. Piers?

STATEMENT OF MARIA W. PIERS, PH. D., DEAN, ERIKSON INSTITUTE FOR EARLY EDUCATION, LOYOLA UNIVERSITY CHICAGO, ILL.

Ms. PIERS. Congressman, would you like me to cut it?

I have a brief version, a very brief version.

I greatly appreciate the opportunity to testify before this committee and would like to address myself to three points and three points only:

1. The paramount need for training high-level experts in child development who through a training network would reach every single child development associate candidate, every day care, and foster mother; in short, every adult in child care;

2. The institutions in our society which might or might not be entrusted with services to children and familes; and

3. The imperative need for research along rather specific lines.

These three points appear to me not more important than other concerns of the Child and Family Act, but the first logical steps toward our common goal. This goal is a healthy, autonomous citizenry for the year 2000—hopefully before that.

At that not so terribly distant date, our country will be populated primarily by people who keep this Nation going or even make it a better place in which to live. Or it could be inhabited by large numbers of unemployables who are dissatisfied, unsatisfactory, and an enormous burden to the taxpayer. For this "either/or" proposition, the first 5 years of life are critical.

How do we know that this is really so? Where is our evidence that the first years of life matter 20, 50, or 70 years later?

We are, of course, not so naive as to assume that good child care is an airtight, waterproof guarantee for optimal functioning. But we do know only too well what happens when children grow up "at random."

A quick definition of "good" care is this: the systematic application of scientific findings on this bodily, emotional, social, and intellectual development of children.

Obviously, this care does not have to be, and cannot be, provided exclusively by experts. It can be provided by parents and by other warm, responsible men and women who can put into practice what experts have found.

In the absence of good care, children grow up listless, angry, frail, and often retarded. In extreme cases, even when properly nourished, children die outright. Published research and our unpublished observations bear this out and constitute evidence of powerful negative findings.

Implicit in this statement is a plea for at least a small corps of child development experts who can raise the level of child care for the Nation by way of a multiplier effect.

Material that substantiates the need for expertise is included in the longer version of this testimony.

The material describes classrooms we have observed where there was no indication of scientifically-based care, where children were either left to their own devices and bored to death or they were too rigidly controlled and terrified.

The sins committed against children are not instigated primarily by the ill will of educators. Rather, they are the result of insufficient appropriations and, quite frankly, ignorance.

The following frequently encountered misconceptions prove my point.

1. "Play is a waste of time." It is not. It is a biological necessity which leads to problem-solving.

2. "Early readers make good and avid readers." False. As long as children are not ready or curious about symbols, early reading can sour the child on books or even on soup labels.

Besides, drill isn't reading. It is deciphering. The 4-year-old who read the New York Times headline, "Security Council Proceeds Cautiously in Mideastern Crisis," had no idea what the words mean.

3. "Anything can be learned anytime by anybody."

Incorrect. There are specific skills that can and must be learned by young children under 5. Some are a measure of skill in coexistence, the use of soap, water, and toilets, also the use of toys and language and, above all, trust in adults and an eagerness to be "with it."

4. "Teachers need to see instant results." This is against the best interests of the child because all true development—that is, that not based on fear—takes time.

This brings me to my second point, which is a plea for caution in the assignment of child development responsibility.

The dangerous notion of "instant" development is primarily found in public school systems. In a rapidly changing society, the school systems, as so many other systems, do not work as well as they wish they could.

It would, in many instances, be unwise to burden them with the additional and, to them, alien task of early child care.

This is not to imply that child development should never be entrusted to the public schools. Merely that it should be vested in a variety of institutions: educational, church-affiliated, housing project affiliated—whichever are best equipped to serve the children.

Let me emphasize, however, that all such centers should be under the aegis of a child development expert who recognizes the vital and ongoing importance of the parent-child relationship and the varying cultural needs of specific ethnic, religious, and income groups.

Such experts can help centers utilize other community resources to benefit parents and children and can advise the child care workers on how to facilitate optimal development for all children.

The fact is that young children simply require an emotional physical, and cognitive climate different from all other age groups. They are not just miniature versions of adults, as, for instance, a VW Beetle is a smaller version of the VW station wagon.

Their singular requirements must be met if they are to progress. Poor housing, poor food, loneliness, and an overdose of fear are hardships from which adults recover as soon as conditions improve. But for a young child, these hardships frequently inflict permanent damage, that is, permanent retardation in varying degrees.

Now for my third point, which concerns the need for research. We have reason to believe that children whose parents seek out Head Start or day care programs and other community health, education, and welfare facilities—whatever parents' motives or relative competence—are not the neediest children.

The neediest children are the "invisible" children of parents who are hopeless, lethargic, and totally frustrated.

Yet we know next to nothing about this group, except that they are slated for a miserable life and most likely will fill the ranks of future unemployables and criminals unless they are actively ferreted out, understood, and helped toward a useful life.

In recent years, we have acquired some scant knowledge about child abuse, severe child neglect, and indeed infanticide, which is still very much in our midst.

Research in these areas has been hindered by the highly controversial impact of findings. But it has served to point up our glaring ignorance of, and indifference to, the prevalence of violent acts against or neglect of children.

We are also increasingly aware that our legal and social institutions are not equipped to assume a protective role in the lives of these children.

Included in the long version of my testimony are findings presented several years ago by Dale Meers, who did a study on the intellectual functioning of ghetto-reared black children. His findings explain why these children are so difficult to reach, why they withdrew, trust no one, and are unable to function in school and in society. He shows to what extent more research of this kind is needed on the Nation's neediest children.

My testimony is an urgent plea for recognition of the specific needs of young children in each of three areas: the need for expertise in designing and implementing programs for children, the need for appropriate allocation of family and children's centers, and the need for research, especially in the vast unchartered areas of child neglect, child abuse, and infanticide.

The future competence of millions of children is at stake and, with it, our future, the future of our Nation and perhaps even the future of civilization as we know it.

Attached to my statement is a map that shows some of the findings of Dale Meers, namely a bit of statistical evidence in an area of seven square blocks where, over a period of 12 months, 4,107 major crimes were reported.

Thank you very much.

Mr. CORNELL. Thank you, Doctor.

[The prepared statement of Dr. Piers follows:]

TESTIMONY FOR HOUSE-SENATE HEARINGS ON
THE CHILD AND FAMILY SERVICES PROPOSAL

by MARIA W. PIERS, PH.D.
DEAN, ERIKSON INSTITUTE FOR EARLY EDUCATION

I am grateful for the opportunity to testify before this committee and would like to address myself to three points and three points only:

(1) the great need for training and educating adults in child development on several levels, resulting in a ladder of competence from the doctorate or masters degree level to the Child Development Associates level;

(2) the question of institutions which might be entrusted with services for children and families; and

(3) the need for continuing research along specific lines.

While it is true that the developmental needs of children under five have been researched -- more thoroughly, in fact, than the needs of older age groups -- we are still woefully ignorant of the actual numbers and fate of children under five who live virtually without any adult protection or care. (See Pavenstedt's The Drifters; Richette's Throwaway Children; Coles and Piers, Wages of Neglect)

I have chosen these three points not because I consider them more important than other concerns of the Child and Family Act, but because they are logically the first three steps toward a common goal. This goal is a healthy, autonomous citizenry for the year 2000 -- hopefully before that. At that not so terribly distant date, our country will be populated primarily by people who in one way or another keep this nation going -- even make it a better place to live; or else it will be inhabited by large numbers of unemployables who are dissatisfied, unsatisfactory, and an enormous burden to the tax-

payer. For this "either/or" proposition, the first five years of life are critical.

How do we know that this is really so? How do we know that the first years of life matter twenty, fifty, or seventy years later? We are, of course, not so naive as to assume that good child care is an airtight, waterproof guarantee for optimal functioning, but we do know, only too well, what happens when children do not get it -- when in fact they are being neglected.

A quick definition of "good" care is probably indicated here. It is the systematic application of scientific findings on the bodily, emotional, social, and intellectual development of children. Obviously this care does not have to be and cannot be provided exclusively by people with degrees, but also by parents -- at any rate, by warm, responsible men and women who put into practice what experts have found.

Where such care is not given, children die outright -- even when properly nourished -- or grow up to be listless, angry, frail, and not very intelligent. The following excerpt from the Spitz Hospitalism study may serve as an example:

> "Researchers compared the inmates of two institutions, giving them the names 'Foundlings Home' and 'Nursery' respectively. The team was first of all struck by the fact that the inmates of Nursery, by the end of their first year, had on the average developed steadily in keeping with their ages. Their D.Q. increased from 101.5 to 105. In contradistinction, the infants in Foundlings Home deteriorated under the very eyes of their caretakers, so that their D.Q. decreased from 124 to 72. By the end of the second year these inmates of Foundlings Home

had gone as far down as 45, the mental age of ten-month-olds, or imbeciles.

"This means that the children of Foundlings Home could neither walk nor talk at the age of two years. Hardly any of them could eat alone, and they acted completely uninterested or even unhappy at the approach of any grownup person. Not a single child could control bowels and bladder at the age of two. Incidentally, they were all extremely susceptible to illness (during a measles epidemic, 23 out of 88 children died, compared with the usual ½%). Not so the inmates of Nursery. They acted roughly in accordance with their age and showed considerable appetite for food intake as well as for human contact, speech, and motility. In fact, at the age of ten months, they presented a problem of 'how to tame the healthy toddlers' curiosity and enterprise.'

"At this point, one might logically raise the question whether the children of Foundlings Home were perhaps genetically inferior. Quite the opposite was true. It was the children of Nursery who had, genetically speaking, several strikes against them, for Nursery was a children's institution attached to a female penitentiary. The children's mothers were, without exception, young delinquent girls, prostitutes without license, and in many cases of low mentality. Yet these children thrived. On the other hand, the steadily deteriorating babies of Foundlings Home came from an unselected variety of backgrounds, with a far better average heredity than the

children in Nursery. This, incidentally, also explains their high original D.Q.

"What were the reasons for the detrimental effects of Foundlings Home? A comparison of living conditions in both institutions showed only these differences:

(1) Foundlings Home offered no toys, whereas Nursery did.

(2) The visual radius of Foundlings Home children was sharply curtailed because each youngster lived in a small cubicle by himself; sheets hung over the sides of the cribs left each child living in isolation. Nursery children shared a large room across which they were able to communicate with each other in their own proverbial way, and in and beyond which they saw furniture, household items, people going to and fro and trees and sky.

(3) Most importantly, though, Nursery children had maternal care, whereas Foundlings Home children did not.

In Nursery, the mothers came from the penitentiary at regular intervals to feed and bathe and play with their own babies. In Foundlings Home, one nurse took care of eight infants. Understandably, time permitted her only to feed and bathe her charges but not the luxury of playing with them. It is this luxury, a mother's playing with her children during their first year of life, which in a sense seals the fate of the human being. Those who play will learn and live. The others are fated to vegetate or die.

This was indeed what happened to the inmates of Foundlings Home."

In other words, lack of proper, scientifically-based care leads either to death or to permanent under-development or retardation of one kind or another. The answer to our original question, how do we know that the first five years matter for the rest of life, is then in the accumulation of evidence of powerful negative findings. Children who do not receive good care don't grow up. Period.

This statement contains an implicit plea for at least a small corps of child development experts who can raise the level of child care for the nation by way of a multiplier effect. Let me substantiate the need for such expertise with two recent, casual observations made by faculty members of Erikson Institute.

In one inner-city, public-school-connected parent-child center, three-year-old children were sitting at small desks in a room devoid of any toys, pictures or stimulating materials. Half the children were copying numbers; the other half were being taught to read. The eyes of many children looked vacant. Other children seemed to be concentrating on containing themselves in their chairs. The principal described her "N.G." (no-good) teacher as one of whom she thoroughly disapproved because she spends a few minutes each morning doing some finger play with the children.

As inappropriate as the above, although totally different, was the activity observed recently in a Migrant day care center. The planned activity for the morning was as follows: The children stood in line, single file, patiently, silently, pasting stars onto a huge American flag. Limit: one star per customer. The children

shifted from one leg to the other, trying not to fall asleep on their feet as they stood and waited. The midmorning snack, incidentally, was iced tea. Nothing else.

It is unlikely that this sort of care will prepare children to be eloquent salesmen, reliable and cautious coal miners, skilled auto mechanics; let alone businessmen, research chemists, or legislators. Such children, rigidly controlled and bored to death as they are, will at best make it through grade school.

The sins committed against these children were not instigated primarily by ill will of educators; rather are they the result of insufficient appropriations and, quite frankly, ignorance. The following misconceptions, clung to tenaciously by educators and parents alike, illustrate my point, and I shall try to refute them one by one.

(1) Play is a waste of time. It is not. It is a biological necessity which leads to problem-solving, the acquisition of a conscience, learning of adult roles, choosing between options, and a lot of mastery.

(2) Early readers make good and avid readers. False. As long as children are not ready or curious about symbols, early reading can sour the child on books or even on soup labels. Besides, drill isn't reading. It is deciphering. The four-year-old who read the New York Times headline "Security Council proceeds cautiously in Mideastern crisis" had no idea what the words mean.

(3) Anything can be learned anytime by anybody. Incorrect. There are specific skills that can and must be learned by young children under five. Some are: a measure of skill in coexistence; the use of soap, water and toilets;

also the use of toys, language; and, above all, trust in adults and an eagerness to be "with it."

(4) Teachers need to see instant results. Maybe so, but it is certainly against the best interests of the child, because all true development (i.e., that not based on fear) takes time.

This brings me to my second point. The notion of Instant Development is far more prevalent (and, one must admit, a little more appropriate) in public school systems than in preschool centers. By this I mean that, on the whole, the orientation of primary and secondary education is toward the imparting of specific skills rather than toward the healthy unfolding of the whole person. In the past, many public schools have, however, been neglectful in two respects: neither have they established the necessary cooperation with their communities, nor have they been advocates of parents, whose task they should complement.

This is not a criticism of the public schools in general. On the contrary, public school systems are frequently struggling to do the task which represents a mandate from the American people: to promote literacy and an understanding of mathematics, to encourage self-control, to provide health services, and last but by no means least, to serve school lunches. It is a huge order.

In a rapidly changing society, the school systems, as so many other systems, do not work as well as they wish they could. It would in many instances be unwise to burden the public schools with the additional, and to them alien, task of early child care. This is not to imply that child development should never be entrusted to the public schools; merely that it should be vested in a variety of

institutions: educational, church-affiliated, housing project affiliated, or otherwise. Child development and parents centers should be entrusted to those local institutions that, for one reason or another, are best equipped to serve children within the context of family life.

Also, centers should be under the aegis of a child development expert. Such experts recognize the vital and ongoing importance of the parent-child relationship and the varying cultural environments and needs of specific ethnic, religious, and income groups. They can help centers utilize other community resources to benefit parents and children and can advise the child care workers on how to facilitate optimal development for all children. The fact is that young children simply require an emotional, physical, and cognitive climate different from all other age groups. They are not just miniature versions of adults, as for instance a VW Beatle is a smaller version of the VW station wagon. Their singular requirements must be met if they are to progress. Poor housing, poor food, loneliness, and an overdose of fear are hardships from which adults recover as soon as conditions improve. But for a young child, these hardships frequently inflict permanent damage, i.e. permanent retardation in varying degrees.

Now for my third point, which concerns the need for research. We have reason to believe that children whose parents seek out Head Start or day care programs and other community health, education and welfare facilities -- whatever parents' motives or relative competence-- are not the neediest children. The neediest children are the "invisible" children of parents who are hopeless, lethargic and totally frustrated. Yet we know next to nothing about this group, except that they are

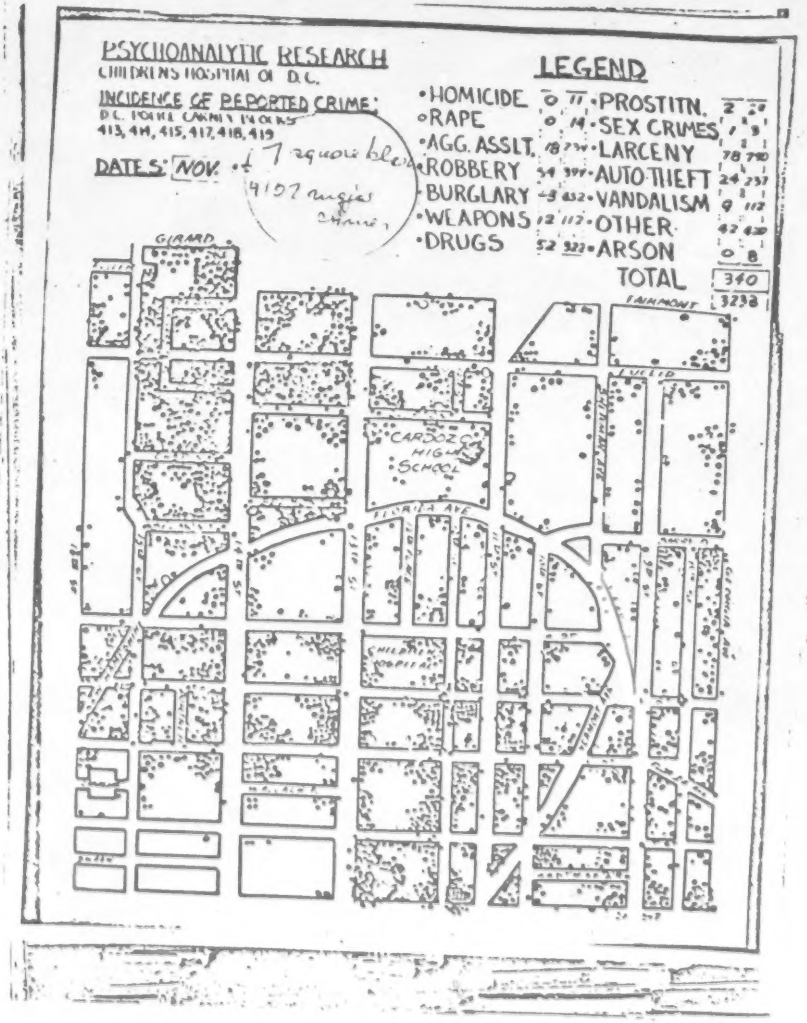
slated for a miserable life and most likely will fill the ranks of future unemployables and criminals -- unless they are actively ferreted out, understood and helped toward a useful life.

In recent years we have acquired some scant knowledge about child abuse, severe child neglect, and indeed infanticide, which is still very much in our midst. Research in these areas has been hindered by the highly controversial impact of findings; but it has served to point up our glaring ignorance of and indifference to the prevalence of violent acts against, and neglect of, children. We are also increasingly aware of the inadequacies of our legal and social institutions, which are unprepared for assuming a protective role in the lives of these children.

Dale Meers presented his findings several years ago in a study entitled "Psychoanalytic Research and Intellectual Functioning of Ghetto Reared, Black Children." His conclusions were, to me at least, an eye-opener, and I wish to share with this committee the enclosed map prepared by Dr. Meers to depict the incidence of violence in the immediate neighborhood of the school children he observed. The map shows that over a period of twelve months, in an area of seven square blocks, 4107 major crimes were reported. Actually many more crimes were committed, because the above total does not include a single reported crime committed against those children. Clinical research gives us a good indication why crimes against children are never reported. Children, especially ghetto children, simply don't talk. They dare not admit to having been victimized because they are afraid they will be punished -- for being raped, shaken down or injured. So they keep mum and live with their constant terror. Under such conditions is it any wonder that they trust

noone and are unable to do their classroom work? My point is that we know next to nothing about the nation's neediest children, and this is just one area where research seems imperative, in the estimation of the Erikson Institute staff whom I represent.

My testimony is an urgent [illegible] recognition of the specific needs of young children in each of three areas: the need for expertise in designing and implementing programs for children; the need for appropriate allocation of family and children's centers; and the need for research, especially in the vast, uncharted areas of child neglect, child abuse and infanticide. The future competence of millions of children is at stake, and with it our future--the future of our nation and perhaps even the future of civilization as we know it.


PSYCHOANALYTIC RESEARCH
CHILDRENS HOSPITAL OF D.C.
INCIDENCE OF REPORTED CRIME:
D.C. POLICE CARNEY PRECINCTS
413, 414, 415, 417, 418, 419
DATES: NOV.
LEGEND
•HOMICIDE 0 11 •PROSTITN. 2 29
•RAPE 0 14 •SEX CRIMES 1 9
•AGG. ASSLT. 18 214 •LARCENY 78 780
•ROBBERY 54 399 •AUTO THEFT 24 257
•BURGLARY 43 432 •VANDALISM 9 112
•WEAPONS 12 112 •OTHER 42 439
•DRUGS 52 322 •ARSON 0 8
TOTAL 340 3238
GIRARD
FAIRMONT
LUCILE
CARDOZO HIGH SCHOOL
FLORIDA AVE
SHILOH BAPTIST

Mr. CORNELL. We are going to have to take a little recess. We have a quorum call. We have to prove to the people back home we are here. So we will recess for half an hour until 12:45.

[Whereupon, at 12:15 p.m., the subcommittee recessed, to reconvene at 12:45 p.m. the same day.]

AFTER RECESS

[Whereupon, at 12:45 p.m., the subcommittee reconvened, Hon. Robert Cornell presiding.]

Mr. CORNELL. We will resume the hearings.

Suppose we get back to Dr. Piers later.

Ms. Sale?

STATEMENT OF JUNE SOLNIT SALE, CODIRECTOR, DAY CARE CONSULTATION AND MEDIA PROJECT OF PACIFIC OAKS COLLEGE, PASADENA, CALIF.

Ms. SALE. Rather than repeat what I have already written I would like to enlarge upon my statement.

That is all right, isn't it?

Mr. CORNELL. Surely.

Ms. SALE. At Pacific Oaks we have been doing research in all kinds of day care for about 12 years, before it was popular.

Some of our research has shown the great contribution that family day care can make to the day care field. Family day care is unique in the kinds of services it provides to parents and the children.

One of the things that I feel needs to be raised after hearing the private for profit groups this morning has to do with the size of programs and what is good for children.

We have done research in day care centers that has shown that the maximum size to provide a good program for children is 60 children in one setting. When programs get larger than that, children get lost in the shuffle. Staff gets lost in the shuffle. It may be more feasible from an economist's point of view. But from the point of view of a child or a parent a center larger than 60 just is not where it is at.

That is another reason we wanted to look at family day care and the developmental aspects that it has to offer. We found that family day care is a small setting. It is a place where parents can become involved.

This does not mean that all family day care is great, just like all center care is not great or all in-home care is great.

Family day care really is something that should be considered.

Another thing that I heard this morning that I think needs to be straightened out is that in almost all the statistics I have seen relating to day care, family day care provides almost 80 percent of the out-of-home care of children.

There was some figure of 70 percent bounced around. I have never seen that figure. Our experience has been that family day care does provide 80 percent of out-of-home nonrelative care.

Mr. CORNELL. I think what they are referring to was that in the proprietary day care centers——

Ms. SALE. I don't see how family day care can be considered proprietary. The people that we have observed are providing a service But they are surely not making a profit. There are very few that are making a profit. They are providing a service to the community.

When we think of 72 cents an hour as an average of what family day care parent makes after expenses, I can't see that as a profit. It is a very meager salary.

Another point that I would like to speak to has to do with the supporting of family day care organizations. There is the beginning of an attempt by family day care mothers and fathers to organize in order to improve their self image and improve their image to the community.

I think it is a very positive step.

I hope this bill will provide the supports necessary to help these organizations to do more to help themselves.

Another very important aspect of day care now—this is beginning to spring up and I know of a couple of examples of this—that I believe also needs support, is a system which brings parents and providers together for information services.

There is an example of this in Portland, Oreg. It is called the Day Care Neighbor program where a neighbor in the locale where the parent lives helps that person find day care and in turn helps the day care provider with getting resources and supports. And they need support, all kinds of support.

In San Francisco there is the child care switchboard.

In Berkeley there is a group called Bananas. They are called Bananas because young women who were looking for child care said they would go bananas if they didn't find it. So they called themselves Bananas.

In Pasadena we have a group called Watch; Women Attentive To Children's Happiness; and the Child Care Information Service.

There is the Bank Street Consultation Service.

I think these systems in the neighborhood need to be supported in order to give parents the feeling that they can be involved and that they do have a choice. This system also helps providers, no matter whether they are private for profit, proprietary, family day care or school systems.

I think this is one good way of delivery for that kind of support.

I would only like to make one additional statement. That has to do with parental involvement. Parental involvement will come if there is something in it for the parents, if there is a real feeling that the parents have something to offer to providers or to teach providers. Parents have a lot to offer.

When we say that parental involvement means truly involving them and listening to them and providing some support for them I believe we will have parental involvement.

That is my statement.

Thank you.

Mr. CORNELL. Thank you very much.

[The prepared statement of Ms. Sale follows:]

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AND
HOUSE SELECT COMMITTEE ON
EDUCATION

STATEMENT OF JUNE SOLNIT SALE, Co-Director Day Care Consultation and Media Project, Pacific Oaks College, Pasadena, California. March 14, 1975

I am pleased to be present before this committee and am especially glad to be able to talk from the point of view of a West Coast resident. I have been unable to thoroughly analyze S626 and HR 2966, but from a brief reading am in complete accord with the goal of providing a range of supportive services to children and their families, with day care being one of the most important.

Pacific Oaks College has been involved in day care research and demonstration programs for the past 12 years, and we have become aware of the important contribution family day care offers to working parents and their children. Too often when day care is mentioned, a vision appears of a center with a sign over it telling us that this is a child care center. Family day care, which operates out of the home of a neighbor or friend is like every other house or apartment in the neighborhood... it is an invisible, informal network that may be uncovered in most neighborhoods and, despite its neighborhood roots, is the most integrated child care program that exists in terms of culture, race and socio-economic background. Family day care provides approximately 80% of the non-relative, out-of-home care for children in the United States. Other important facts about family day care are: 1) it provides most out-of-home care for infants of working parents; 2) it provides for more full day child care than public and private center programs put together; 3) it is the most flexible type of out-of-home care for children and their families, often providing for working hours that include the swing shift, afternoon shift, as well as alternate work days; 4) it is not babysitting (Recent studies show its potential for the delivery of developmental programs for children and their families); 5) it provides a significant part of day care for school age and handicapped children.

Not only do family day care parents provide quality care for children they also act as substitutes for the extended family for lonely, troubled and alienated parents. The availability of a concerned family day care parent can be particularly significant during times of disruption. The stability of an established routine for the child can give needed security, as well as provide a parent support to handle his/her own trauma. This is not to say that all family day care is excellent, or that every family day care parent is a good child care provider, but it is to say, that as a model, family day care has the potential of delivering quality services for children and their families.

As family day care has begun to surface and appear as a viable alternative to center care, there have been questions asked about the money involved in running a family day care home. To some, it seems that if you care for children and earn a decent salary, then there must be something wrong. I think that is probably a correct observation of the state of day care today, but let me quickly add that I do not believe that is the way it should be. Those that are making large profits on child care are generally short-changing the children somewhere down the line...because the large costs are in personnel, and children need aware, nurturing and many well-paid adults to care for them. In the case of family day care, few earn more than the

equivalent of a meager salary and some may even lose money. Our Community Family Day Care Project study conducted in 1972 found that the providers averaged 72¢ per hour (after expenses); we recently informally polled members of WATCH* and their rates have increased slightly, but then so has the cost of providing the service.

Family day care should be viewed as a service and certainly not as a business. It is interesting to note that in California, as well as other states, a family day care parent may not receive a license unless there is evidence of another or outside income. Is there another business that has this requirement? Many have asked...why should anyone want to be in family day care, if it doesn't make any money to speak of? The answers we have found are that it does provide pin-money; it does provide an opportunity to stay at home and not have to go out to work in a low-paying job that has additional expenses attached to it, such as work clothing, food and transportation costs; and most importantly, family day care parents like to be with children.

Recently, systems of family day care have been established, so that the providers of service may be guaranteed a stable income, but administrative costs of such systems often keep the salaries paid to providers quite low. Family day care parents, who provide services for most of the out-of-home care of young children deserve an adequate salary that reflects their contribution to our country.

Currently, family day care parents are beginning to form self-help groups in in order to improve the quality of life of those they serve, as well as for themselves. Many of these groups have been initiated by social service departments and have been encouraged to exist with kind words, but few tangible supports necessary to help infant organizations. Community organizers have noted the need for ongoing staff and office support in order to insure that a fledgling organization can develop and grow. Resourceful family day care providers have been able to keep their organizations afloat, but have expended a good deal of energy, time and their own money to insure that a fragile group may continue to exist.

I believe that family day care organizations should be supported and encouraged to grow. By forming into self-help groups that meet their own unique needs, family day care can become more visible to the community and thereby will become more accountable.

Another important effort has developed in the field of information and referral services that serve parents, as well as day care providers of all kinds - family and center programs. In a sense these groups act as the legendary friendly neighbor in a small town for parents looking for children's services in anonymous neighborhoods. They help to find a comfortable match between what families need and services that are available. Self-help groups of parents, day care providers and information-referral services have a good deal in common...they have to scrounge to receive any assistance or financial support to provide an office and staff to keep functioning, they are located in the community where families are trusted by parents, they are advocates for families and they care deeply about the quality of life of our families and children. I urge that these family-oriented groups be supported as an important way of providing supportive services to children and their families.

Thank you.

*WATCH = Women Attentive To Children's Happiness, a self help group that was an outgrowth of the Community Family Day Care Project, Pacific Oaks College.

Mr. CORNELL. Suppose we take the statement of Ms. Maltz then.

STATEMENT OF PATRICIA MALTZ, CHAIRPERSON, MINNESOTA LICENSED FAMILY CHILD CARE ASSOCIATION

Ms. MALTZ. Thank you for welcoming me here today.

I am representing the Minnesota Licensed Family Child Care Association, which is an association of family day care providers.

We view ourselves as professionals. We are providers of service. We provide choices to parents, the kinds of services they are looking for.

I again would like to just have the testimony that I have brought along in printed form submitted into the record.

I will discuss several other things that have been brought up today.

We want parents' support. We want their involvement. We think this bill certainly is going to offer this.

We are involved in our State by demonstrating our support for standards. We think standards are important. We see no reason for waiver from those standards where Federal dollars are involved.

One of the questions that I had in reading the bill that I would like to raise—I know it is something we deal with; it relates back to the parents—is that I think that parents ought to be involved in the decisionmaking at the Federal level also.

I know that you have some sort of coordinating council or coordinating effort between the various departments, the Secretary of Health, Education, and Welfare. I would think that parents ought to be involved in activities of that decisionmaking and not in an advisory but in a very active role because we do feel very strongly about parents. I guess I would like to just leave it at that point.

Family day care is an important provider of child care in this Nation. We do feel that we are professionals, as I stated. In Minnesota we make 30 cents an hour. I don't know how they are doing it in California. That is per child-hour.

We have also found out in Minnesota that the reason that people or providers get into the business of providing are two things. It is not for the money. It is for being home with their own families and being able to work with children and they really like working with children.

I address in my statement that one of the things that we feel is important in family day care is the support shown for family day care. We need community awareness of the kinds of services we can provide. We need to feel important as a part of the total community.

We hope that the rest of this Nation will also look at family day care as a positive form of child care and hopefully to some real leadership kinds of things in relation to day care.

Mr. CORNELL. Thank you very much.

Dr. Piers, the staff asked me to ask you one question. What was your reaction to the proposed legislation, what you thought of it.

Ms. PIERS. I am neither a legislator nor a lawyer. From my point of view it is an excellent piece. As an environmental psychologist I think the bill considers many necessary aspects of development; namely, parents, professionals, community.

I think it is equally emphatic, in principle at least, about care, about further knowledge in the field and about the training of experts.

I am afraid that won't be much of a statement to make, albeit as a nonexpert in your field, Mr. Cornell.

Mr. CORNELL. Hardly.

I note one thing that you mentioned. I believe it is on page 8 in your long statement. You refer to the difficulties of reaching "invisible children," those most in need—that the parents sought out in Head Start are not those of the neediest children.

How would you suggest that the public and private officials go about making available service to children who's parents don't seek them out?

Ms. PIERS. First I think you need extra research. A few spotty pieces have been done. I am currently working on the subject. It doesn't directly belong in this committee. But it is tangentially related to it, infanticide, which still exists even though we don't know it.

The question that seems to be crucial to me is how to best establish a contact. We use the term "parental involvement," which I think means a great many different things to different people and also covers a multitude of sins as well as virtues.

I didn't write Ms. Sale's statement. But I wish I had. There is one thing that made me stop, look, and listen immediately. That was her emphasis on contact between the real parents and the people who give the service.

I think in the past we have often tried to schedule meetings with parents in an official way or a didactic way. I think we have all been disappointed along these lines mostly because working parents have no time and no energy left.

We have found that the best catalyst for parents and agency contact is a cup of coffee, a social contact in which there is no hierarchy involved. "We are going to tell you what to do or we will pull the mat." Or "you have to give us your opinion on this," where a parent is not always qualified as to what to do and is certainly too tired to do.

If the didactic relationship can be replaced by a one-to-one contact I think we get much farther in our so-called "parent involvement."

Mr. CORNELL. Ms. Sale?

Ms. SALE. Family day care mothers need support in how to work with families who are in need. They often do it out of the goodness of their own hearts and really at their own expense many times provide a place of safety for many vulnerable parents and children.

Mr. CORNELL. Ms. Sale, you said that parents will become involved if they feel they have something to offer.

Would you care to enlarge upon that? This bill is replete with this idea of parental involvement. I am interested in how you do get them involved.

I taught on the high school level for quite a few years, administered on the high school level, and found that we really couldn't get parents involved or at least a very small number.

Ms. SALE. I think the institutional setup, even the physical surroundings, say to the parent, "this is a place for teachers and maybe not for parents."

I know when I went to school for the first time to see the principal of my children who were enrolled in elementary school my feelings went back to when I was a child. I remembered the principal and I sat

and shook a little bit. And I really didn't have to. But there is that feeling.

Providers for day care have to go to parents and find out what it is they want. They may have to leave the institutions.

I think that is really one of the reasons I am really quite opposed to day care, all day care, being public schools. I think parents have a long history of being put off by schools. But in a home-like setting parents do feel that they have a bigger piece of the pie, that they can become involved and voice their concerns.

I don't know all the ways to do it. If I did I think we would be in great shape. We need to listen to parents. I agree with Dr. Piers that a cup of coffee goes a long way.

Mr. CORNELL. Perhaps I shouldn't say this, but my recollection is that the members of the family who were most vociferous and willing to offer suggestions were the ones that, if I had children, I wouldn't want their suggestions incorporated in a program.

You mentioned what you felt was the optimum number.

What was that?

Ms. SALE. Research at Pacifica College on size of day care programs determined that a number between 40 and 60. Over 60, children just do get lost in the shuffle.

Mr. CORNELL. Ms. Maltz, it struck me when you talked about the average wage, 30 cents per child-hour in Minnesota?

Ms. MALTZ. Correct.

Mr. CORNELL. You made a reference to California. Mr. Miller here is from California. What is the contrast?

Ms. MALTZ. I was referring to what Ms. Sale had said about the 70 cents or 72 that they receive. I suppose the contrast in rate has to do with the incomes between the two States and the amounts that the parents are willing to pay.

The rates in the Minnesota metropolitan areas are about $25 to $27.50 a week for one child from one family. We give discounts when you have more than one child in a family in care.

In the rural areas of the State it is between $15 and $20 a week per child. There again there is the discount business. The rates in that county are set to pay for federally funded child care and to purchase family day care service with Federal dollars they set rates in Minnesota counties. Those are based on the rates that are set in the urban counties.

Mr. CORNELL. You said that parents should be involved in decision-making at the Federal level and not just in an advisory capacity. I presume you are referring to the wording of the legislation.

Ms. MALTZ. Correct.

Mr. CORNELL. How would you incorporate participation of the parents on the Federal level?

Ms. MALTZ. I was referring to a specific section that was talking about the Federal level with the Secretary of HEW and coordination to make sure that all the programs got going OK. They are going to be meeting on a regular basis or they are going to have a committee that is going to look at this and get this done, this coordination thing.

I don't see any reason why all the States and the local communities should have parents involved in a decisionmaking capacity and how the Federal Government gets off without having it.

I really think some mechanism should be developed so it is consistent all the way through. It is just as important there as at the local and State level. If there is a parent organization or you look to some of the major child care organizations in this country or other organizations that are represented in the bill I think they are important at the Federal level.

Mr. CORNELL. I am sorry Mr. Miller had to leave.

We think we do things cheaper and better in the Middle West.

We have a vote coming up. We will have to recess again.

Thank you very, very much.

The New York panel, I presume, is still here.

Let us take a recess. I think we can go and vote and come back in 15 minutes.

Thank you very much.

[A recess was taken.]

Mr. CORNELL. Dr. Piers, I would like to refer to one question on page 3 of your lengthy statement, you begin to discuss two groups that were in a major study. One group was in a nursery. Another group was kept in cribs in a foundling home and they deteriorated, to use your own term.

You refer several times to a measurement of their "D.Q."

Is that a typing error? Were you referring to——

Ms. PIERS. No; it is not. It stands for "developmental quotient." That is analogous to an I.Q. But it measures precognitive skills, response to a human face, things like sitting up and grasping and generally all those little tricks that a child under the age of 12 months uses to indicate his growing interest in the world about him, being "turned on" to the world, if I may use a slang term.

That is a perfectly good established measurement. It is more comprehensive than merely an intelligent quotient. It is to be used with preverbal children, kids who are too young to talk.

Mr. CORNELL. I gather the conclusion you have reached is that this group in the nursery makes better development.

Is that right?

Ms. PIERS. Absolutely no question about it.

Mr. CORNELL. Would you care to comment on that?

Ms. PIERS. I would be glad to. Let me please find the spot, Mr. Cornell, if I may?

Mr. CORNELL. On page 3 of your lengthy statement.

Ms. PIERS. The short version?

Mr. CORNELL. The lengthy one.

Ms. PIERS. The hospital study I was referring to, I really think that the foundlings home, which was really murderous to the inmates, was well-intentioned.

This study was done in a Latin American country, although in deference to the authorities, the researchers did not tell us where it was.

But I know that there are similar phenomenon that we have observed in the United States, that children for lack of personnel and lack of know-how are simply left to die, to waste away. Lack of stimulation and lack of maternal care is something that seems to be as detrimental as no food, evidently, a lack of consistent maternal care.

In the foundlings home, maybe I didn't mention this, there was one nurse for eight children. They were definitely undercared for and

understimulated, although well-fed, well-housed and got very good medical care but no consistent mothering, shall we say, in quotes.

I do not think of natural mothers here but of anybody who is willing and able to play this role.

One of the interesting aspects about these children in the foundlings home is that they were far better off genetically and in other measurements than the children in a nursery. Their deterioration was terribly obvious.

I have seen such children. It is quite clear that after a few months they just die. I have seen them, I am sorry to say also, in Chicago, in other large cities and certainly in South America.

Does this answer your question?

Mr. CORNELL. Yes. Thank you.

Ms. Maltz, I presume you were sitting here this morning?

Ms. MALTZ. Oh, yes.

Mr. CORNELL. Do you believe that for-profit family day care would be acceptable to prime sponsors, as we contemplate prime sponsors in this bill, where the prime sponsors, of course, must be public or private nonprofit agencies?

Ms. MALTZ. Do you mean that family day care people would be designated so? That is not what you mean, is it?

Mr. CORNELL. As providers.

Ms. MALTZ. As providers of care. Yes. I don't see for-profit family day care—you know, there is realistically no profit in family day care.

Mr. CORNELL. I can see that.

Ms. MALTZ. But there very definitely is a larger number of providers of child care in this Nation that are family day care and will continue to be, whether anyone says that they are group day care or not. Parents are going to seek and find family day care, licensed or unlicensed.

Mr. CORNELL. What did you say was optimum for family day care?

Ms. MALTZ. For family day care, as I stated earlier, I am very much in favor of the Federal Agency day care requirement. Under those requirements if I am correct they are 6 children under the age of 14, including the providers' own children, in that category.

I guess I do favor that. In most instances in Minnesota we operate a little differently. We only allow 5 children under the age of 5, including the provider's children.

I was licensed for three children because I had two of my own who were under the age group. It is similar to what the feds are saying. But I think there is a little more allowance there for children. But any more than that, no way.

Mr. CORNELL. One last reference to what you have just said. You mentioned that Minnesota had promulgated standards for family day care. We were wondering if you could make those standards available to the committee.

Ms. MALTZ. It is this thing with the blue.

Mr. CORNELL. I see.

Ms. MALTZ. Those are the standards. They were developed by parents and family day care providers as well as a State agency that was involved.

Mr. CORNELL. Thank you very, very much.

[The prepared statement of Ms. Maltz and material referred to follows:]

TESTIMONY OF PATRICIA MALTZ
TO THE JOINT HEARING OF THE SENATE SUBCOMMITTEE
ON CHILDREN AND YOUTH, THE SENATE SUBCOMMITTEE
ON EMPLOYMENT, POVERTY AND MIGRATORY LABOR AND
THE HOUSE SELECT SUBCOMMITTEE ON EDUCATION

March 14, 1975

Chairman Brademas, Chairman Mondale and Members of the Subcommittees -

I am Pat Maltz, Chairperson of the Minnesota Licensed Family Child Care Association, an organization of licensed family day care providers. My experience has been that of a licensed family day care provider, a parent user of licensed family day care, and a provider of support services and training to family day care.

Family day care offers child care within the home. The children served by family day care include infants, pre-schoolers, and often kindergarten and elementary school children who are in care before and after school. The provider of this care uses her own home as the facility and often has children of her own at home.

Family day care offers the working or student parent versatility of service. In some cases evening care or overnight and day care are offered depending on the shifts the parent or parents work. Some family day care children attend nursery school during a part of the day, leaving from and returning to the family situation. Often provision is made for care of the mildly ill child in the family day care home saving the parent from lost work days. In addition it offers many parents the option of caring for all of their children in the same place.

Family day care is an important option to parents needing child care. The needs of the child must be important in selecting the kind of care he will receive. Family day care can offer siblings the chance to be in care together. It offers many children care in their neighborhood and in their school district. It can offer care with children of different ages. Probably the most important options offered by family day care are the continuity of care offered by one caring adult and the choice of a small group, less structured home-like atmosphere.

Family day care also offers an option to the community. It is run by women who choose to operate for-profit day care facilities in their homes. This relieves the community of the burden of funding expensive facilities. In our review of attitude assessment forms completed by five hundred licensed family day care providers in Minnesota, we found that they listed their motivations for offering family day care services as "desire to be at home with their own pre-school children rather than seeking employment outside the home", "love of children" as their first two choices. These are for-profit businesses but obviously, since we estimate the average wage at about 30 cents per child hour, the motivating force behind these women is their enjoyment of children rather than only money. Thus family day care offers the community child oriented providers with self-supporting facilities.

So far we have been discussing family day care in general. But the crucial issue is the quality of care provided and this leads to a discussion of standards of quality for family day care. Only a small percentage of the family day care in the nation is licensed, registered or certified by any public body. This is probably the greatest area of need for family day care - the establishment and enforcement of standards of quality in the care of children so that the parent and community may have some assurance that a child placed in family day care will thrive. We applaud the step Minnesota has taken in promulgating family day care standards that address not only the question of health and safety, but also the training of the provider and standards for the discipline and the intellectual and emotional nurture of the child in care. Such steps need to be taken to insure quality care for children throughout the nation.

In insuring quality day care to the nation's children, we see an active role for the federal government. Children are important, and the federal government must demonstrate this to the county by their active support, both in legislation and in funding for child care programs.

FAMILY DAY CARE

AND

GROUP FAMILY DAY CARE

STANDARDS

DPW RULE #2

State of Minnesota
Department of Public Welfare
October 1973

INTRODUCTION

The Day Care Standards Advisory Committee was appointed in the spring 1971 by Mr. Webster C. Martin, Jr., Director, Division of Social Services of the Department of Public Welfare. The committee was designed to reflect the broad spectrum of interests and ideas in the field of day care with the goal of providing the Department of Public Welfare with recommendations for changes in the standards for licensed family day care in Minnesota.

Based on the work of this committee, the Department of Public Welfare has adopted the following rules and regulations governing the operation of family day care homes and group family day care homes for the care of infants, toddlers, preschoolers and school-age children in Minnesota.

The intent of these rules is to protect and promote the health, safety and well-being of children in family day care and group family day care in Minnesota. They have the full force and effect of law as provided in Minnesota Statutes 257.101 - 257.123. Persons using these rules should also be aware of and familiar with the statutory sections on which they are based.

DAY CARE STANDARDS ADVISORY COMMITTEE

Ms. Penny Cairns, Chairman

Ms. Angie Kuehn, Chairman
Special Committee on Family Day Care
and Group Family Day Care

FAMILY DAY CARE:

Ms. Jean Barnhart
Mrs. Arlene DeWitt
Ms. Kay Grussing
Mrs. Judy Hansen
Mrs. Mary Hemmings
Mrs. Shirley Kluznik
Miss Karen Lenaburg
Mrs. Lillian Lindsey
Mrs. Terry Nagel
Ms. Beverly Propes
Ms. Sheila Segal
Mr. Curtis Vining

GROUP FAMILY DAY CARE:

Mrs. Marilyn Melton
Mrs. Jean Barnhart
Mrs. Mary Whitehurst
Mrs. Lillian Lindsey
Mrs. Linda Cramer

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FORMAT OF REPORT

RULE: designated by all capital letters.

REASON: an explanation of the reason behind the rule; a guideline, not a regulation.

SATISFACTORY COMPLIANCE: method or methods which a Family Day Care Home or Group Family Day Care Home must follow in order to be in full compliance with the rule. Depending on the nature of the rule, SATISFACTORY COMPLIANCE may include a single requirement, several requirements, or alternative requirement for satisfying the rule.

When the rule is self-explanatory, REASON and/or SATISFACTORY COMPLIANCE are not included.

I. DEFINITIONS:

Agency - Unless qualified, means the local county welfare department; the agency is the duly delegated representative of the Commissioner.

Commissioner - Unless qualified, means the Commissioner of the Department of Public Welfare.

Day Care - The care of children outside of their own homes for a part of the 24-hour day by persons unrelated to them by blood or marriage. Day Care includes family day care, group family day care, and care in group-day-care centers.

Department - Unless qualified, means the Department of Public Welfare.

Family Day Care Home (FDC) - A program providing day care for no more than five children at one time, including the family-day-care provider's own children under school age.

Family Day Care Provider - The individual giving care to children in a family-day-care home; the family-day-care provider is the person held accountable for the operation of the family-day-care home or group-family-day-care home under this rule.

Group Family Day Care - A program providing day care for more than five but fewer than eleven children at any one time, including the provider's or helper's own children under school age.

Helper - An individual who is at least 13 years of age who assists a family-day-care provider or a group-family-day-care provider with the care of children.

Infant - Child aged six weeks through 15 months.

Intermediate School Child - Child aged nine years through twelve years.

Licensed Capacity - Maximum number of children who can be in attendance in a family-day-care home or group-family-day-care home at any given time.

Licensing Representative - A duly delegated representative of the Commissioner.

Preschool Child - Child aged 31 months through five years.

Primary-School Child - Child aged six years through eight years.

Toddler - Child aged 16 months through 30 months.

Waiver - Temporary or permanent written permission to disregard a particular licensing rule.

II. LICENSING LAWS AND PROCEDURES:

A. A FAMILY-DAY-CARE HOME(FDC), IN ORDER TO PROVIDE CARE DURING ANY PART OF THE 24-HOUR DAY, MUST BE LICENSED BY THE DEPARTMENT, WITH THE FOLLOWING EXCLUSIONS:
   1. AN FDC PROVIDING CARE ONLY TO CHILDREN RELATED TO THE FDC OPERATOR BY BLOOD OR MARRIAGE.
   2. AN FDC PROVIDING CARE TO CHILDREN FROM ONE OTHER FAMILY ONLY.
   3. AN FDC PROVIDING CARE TO CHILDREN FOR LESS THAN 30 DAYS IN ANY TWELVE-MONTHS PERIOD.

B. APPLICATION FOR A LICENSE SHALL BE MADE ON THE FORM ISSUED BY THE DEPARTMENT. THIS FORM CAN BE OBTAINED FROM THE COUNTY WELFARE DEPARTMENT (AGENCY) IN THE COUNTY WHERE THE APPLICANT RESIDES.

C. THE APPLICANT FOR AN FDC LICENSE SHALL APPLY THROUGH A DULY DELEGATED REPRESENTATIVE OF THE COMMISSIONER.

D. THE APPLICANT FOR AN FDC LICENSE SHALL BE FURNISHED WITH A COPY OF THE APPROPRIATE RULES AND REGULATIONS.

E. UPON RECEIPT OF A SIGNED AND COMPLETED APPLICATION FORM, THE AGENCY SHALL EVALUATE THE PROSPECTIVE FDC BASED UPON THESE RULES AND REGULATIONS. A PROSPECTIVE FDC THAT MEETS MINIMUM STANDARDS SHALL BE RECOMMENDED TO THE COMMISSIONER FOR ISSUANCE OF A FDC LICENSE. THIS LICENSE MAY BE EITHER PROVISIONAL OR REGULAR.

   1. A NON-RENEWABLE PROVISIONAL LICENSE SHALL BE ISSUED FOR A PERIOD OF UP TO ONE YEAR WHEN, IN THE OPINION OF THE AGENCY OR THE DEPARTMENT, THE FDC DOES NOT FULLY COMPLY WITH LICENSING STANDARDS.
   2. A REGULAR LICENSE SHALL BE ISSUED FOR A PERIOD OF UP TO TWO YEARS WHEN, IN THE OPINION OF THE AGENCY AND THE DEPARTMENT, THE FDC FULLY COMPLIES WITH LICENSING STANDARDS.

F. THE LICENSE, WHETHER PROVISIONAL OR REGULAR, SHALL SPECIFY THE NUMBER OF CHILDREN TO BE PROVIDED CARE.

G. AN EVALUATION VISIT SHALL BE MADE BY THE AGENCY AT LEAST ONCE EVERY TWELVE MONTHS FOR AS LONG AS THE FCD PROVIDER MAINTAINS AN FDC LICENSE.

H. THE COMMISSIONER OR HIS DULY DESIGNATED REPRESENTATIVE SHALL HAVE ACCESS TO THE FDC FOR INSPECTION AT ANY TIME DURING THE HOURS IN WHICH DAY CARE IS BEING PROVIDED.

I. ANY FDC APPLICANT OR LICENSURE WHOSE APPLICATION FOR A LICENSE IS DENIED AND ANY FDC PROVIDER WHOSE LICENSE IS REVOKED OR NOT RENEWED MAY APPEAL TO THE COMMISSIONER WITHIN IN ACCORDANCE WITH MINNESOTA STATUTES, CHAPTER 15, 1969. THE AGENCY SHALL NOTIFY BY CERTIFIED MAIL ANY FACILITY WHOSE LICENSE IS DENIED, REVOKED, OR NOT RENEWED. THIS NOTIFICATION SHALL STATE THE GROUNDS FOR SUCH ACTION AND SHALL INFORM THE APPLICANT OR OPERATOR OF HIS RIGHT TO APPEAL THE ACTION.

J. STATE LAW PROVIDES THAT EVERY PERSON WHO OPERATES A FACILITY REQUIRED TO BE LICENSED PURSUANT TO MINNESOTA STATUTES, SECTION

257.081 THROUGH 257.123, WITHOUT A LICENSE OR WHO VIOLATES ANY PROVISION OF THOSE SECTIONS SHALL BE GUILTY OF A MISDEMEANOR. ANY PERSON WHO OFFERS OR ADVERTISES A FACILITY REQUIRED TO BE LICENSED PURSUANT TO MINNESOTA STATUTES, SECTION 257.081 THROUGH 257.123, PRIOR TO OBTAINING SUCH A LICENSE OR WHO OFFERS OR ADVERTISES ANY FACILITY IN VIOLATION OF ANY PROVISION OF MINNESOTA STATUTES, SECTIONS 257.081 THROUGH 257.123, SHALL BE GUILTY OF A MISDEMEANOR.

K. REGULATIONS MAY BE WAIVED FOR NOT MORE THAN ONE YEAR WITH THE APPROVAL OF THE DEPARTMENT ACCORDING TO THE PROCEDURE ESTABLISHED FOR SUCH WAIVER , PROVIDED THAT THE HEALTH AND SAFETY OF CHILDREN IS ASSURED. THE GRANTING OF A WAIVER SHALL NOT CONSTITUTE A PRECEDENT.

III. LIMITATIONS OF LICENSE:

A. NO FDC PROVIDER SHALL DISCRIMINATE IN RELATION TO ADMISSIONS, TERMINATIONS, OR TREATMENT OF CHILDREN ON THE BAISIS OF RACE, CREED, COLOR, NATIONAL ORIGIN, RELIGION, OR SEX.

B. THE FDC HOME SHALL BE LICENSED FOR NO MORE THAN FIVE CHILDREN UNDER SCHOOL-AGE, INCLUDING THE PROVIDER'S CHILDREN UNDER SCHOOL-AGE.

Satisfactory Compliance:

1. The maximum licensed capacity shall be four if more than two infants are in care.
2. Part-time children may be counted as one full-time child if they are not in care at the same time.
3. In addition to the licensed capacity, two school-age children may be in care if:
    a. Care is generally limited to no more than three hours per day.
    b. Exceptions to this limited amount to no more than 30 days per school year.
4. Other child-care arrangements shall have the prior approval of the agency.

C. TWENTY-FOUR-HOUR CARE MAY NOT BE PROVIDED FOR DAY-CARE CHILDREN UNLESS THE FDC PROVIDER HAS THE APPROVAL OF THE AGENCY. SUCH CARE MAY NOT BE PROVIDED FOR MORE THAN 30 DAYS IN ANY TWELVE MONTH PERIOD.

D. AN FDC PROVIDER MUST HAVE REACHED AT LEAST THE AGE OF 18 YEARS AT THE TIME OF LICENSURE.

E. THE FDC LICENSE IS NOT TRANSFERABLE TO ANOTHER OPERATOR OR SITE.

F. THE AGENCY MUST BE NOTIFIED OF ANY CHANGES THAT WOULD AFFECT THE TERMS OF THE LICENSE.

G. ANY CHANGES IN THE TERMS OF THE LICENSE (MAXIMUM NUMBER OR AGE GROUPING) MUST HAVE PRIOR APPROVAL OF THE AGENCY.

H. WHEN AN FDC PROVIDER DECIDES TO TERMINATE SERVICES AS AN FDC PROVIDER, NOTICE OF THE CLOSING MUST BE SENT TO THE AGENCY.

IV. STAFF QUALIFICATIONS AND TRAINING:

A. FDC APPLICANTS AND OTHERS LIVING IN THE HOUSEHOLD SHALL BE KIND AND RESPONSIBLE PEOPLE WITH A GENUINE LIKING FOR CHILDREN. THEY SHALL POSSESS CONSISTENT AND HEALTHY METHODS FOR HANDLING THE LIFE STYLE UNIQUE TO THEIR OWN FAMILIES.

Reason: Children in family-day-care programs are under the care of the day-care providers for a large portion of the day and, therefore, are strongly influenced by the emotional climate and the values within that day-care home. Children are often too young or too frightened to speak out against physical or emotional abuse or neglect.

Satisfactory Compliance:

An FDC license shall not be issued where any person living in the household has any of the following characteristics:

1. A conviction for, or admission of, or substantial evidence of an act of child battering or child abuse or child molesting.
2. Use of alcohol or drugs such that its effects are apparent during the hours that children are in care.
3. A placement of the family's own children in foster care or residential treatment for emotional disturbance within the previous twelve months unless the primary reason for such placement was:
   a. The physical illness of the parent.
      or
   b. The mental retardation or physically handicapping of the child.
      or
   c. The temporary foster placement of an infant being relinquished for adoption or
4. A conviction for any felony or offense involving moral turpitude.

B. THE FDC PROVIDER SHALL BE ABLE AND WILLING TO WORK COOPERATIVELY WITH THE AGENCY AND WITH THE PARENTS OF CHILDREN IN CARE.

Satisfactory Compliance:

1. The FDC provider shall keep the parent aware of the child's progress and development.
2. All required reports and information shall be submitted to the agency on time.

C. ALL ADULTS IN THE FDC HOME DURING THE TIME CHILD CARE IS GIVEN SHALL BE REASONABLY HEALTHY AND FREE FROM CONTAGIOUS OR INFECTIOUS DISEASE.

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Satisfactory Compliance:

The FDC provider shall supply evidence to the Agency that:

1. During the six months prior to application, each adult in contact with the FDC children has had a negative Mantoux test or chest X-ray.
2. A statement from the provider's physician dated within the six months prior to the application that either:
   a. The provider has received a physical examination and is physically and emotionally able to provide day care to young children.
      or
   b. The provider is receiving all necessary continuing medical care and is physically and emotionally able to provide day care to young children.

D. THE OPERATOR MUST DEMONSTRATE WILLINGNESS TO ACQUIRE KNOWLEDGE OF THE BASIC NEEDS OF CHILDREN.

Satisfactory Compliance:

Within two years after the agency is prepared to offer training to FDC providers, each licensed FDC provider shall participate in a minimum of six hours of training. Newly licensed providers shall participate in a minimum of six hours of training within one year after the date of initial licensure, provided that the agency is prepared to make such training available.

E. NO CHILD SHALL BE SUBJECTED TO CORPORAL OR PSYCHOLOGICAL ABUSE.

Reason: Although families differ in their approach to discipline, harsh or threatening methods are not appropriate for children in day care.

Satisfactory Compliance:

a. Methods of discipline used by the FDC provider shall be discussed with the child's parent at the time of enrollment.
b. No child shall be hit, shaken, pinched, or roughly handled by the FDC provider.
c. No child shall be insulted or belittled by the FDC provider.
d. Exclusion, when used as discipline, shall not exceed ten minutes for any child and shall be within hearing of an adult in a lighted, well-ventilated room. No child shall be isolated in a locked room or closet.
e. No child shall be punished for lapses in toilet training.
f. Deprivation of meals and snacks shall not be used as forms of punishment unless the misbehavior occurs during meal or snack.
g. No discipline or punishment shall be delegated to another child.
h. No derogatory remarks about a child or his family shall be made.

F. PERSONAL INFORMATION ABOUT THE CHILD OR HIS FAMILY SHALL NOT BE SHARED WITH THE COMMUNITY.

V. HEALTH:

A. AT THE TIME OF ADMISSION, THE FDC PROVIDER SHALL OBTAIN FROM THE PARENT A HEALTH HISTORY OF THE CHILD, INCLUDING INFORMATION ON SPECIAL DIET, ALLERGIES, IMMUNIZATION RECORD, SOURCE OR REGULAR HEALTH CARE, AND ANY OTHER PROBLEMS OF THE CHILD.

B. SPECIAL CONSIDERATION MUST BE GIVEN WHEN PROVIDING CARE TO A HANDICAPPED CHILD.

Satisfactory Compliance:

1. A physician's statement indicating the nature of the handicap and any special methods that must be employed in caring for the handicapped child.
2. A carefuly exploration with the parent of the handicapped child, including complete explanations of care and treatment, at the time of admission or occurrence of the handicap.
3. Written instructions from the physician and/or parent indicating any special therapy, program, or behavior techniques required by the handicapped child.
4. Regular conferences with the parent.

C. NO FDC PROVIDER SHALL BE REQUIRED TO ACCEPT A SICK CHILD FOR CARE. THE PROVIDER MAY, HOWEVER, ACCEPT A SICK CHILD WHEN CARE CAN BE GIVEN WITHOUT UNDULY ENDANGERING THE HEALTH OF OTHERS.

Reason: Caring for a sick child imposes extra burdens on the FDC provider that the parent and agency cannot require. If a sick child is to be cared for, appropriate health practices must be assured.

Satisfactory Compliance:

1. Provider shall have a plan approved by the agency for isolating a sick child, when necessary, from other children receiving care.
2. Parents of children in care shall be notified that it is the practice of the provider to offer care to sick children.
3. The parent of a sick child placed in the FDC provider's care shall give complete instructions to the provider about care for his child.
4. The sick child, if isolated from other children, shall still be under the control and supervision of the provider; the sick child must be within hearing of the FDC provider or a helper.

D. THE FDC PROVIDER SHALL BE PREPARED TO COPE WITH HEALTH EMERGENCIES.

Satisfactory Compliance:

1. The FDC provider shall have a plan approved by the agency and by the child's parents for meeting medical emergencies; this plan shall include the name and phone number of the child's physician.
2. The FDC provider shall have first aid supplies readily available to treat minor injuries.
3. The FDC provider shall obtain written permission from the child's parents prior to the administration of any medication-presecription or non-presecription.
4. The FDC provider shall have written instructions from a licensed physician or dentist prior to the administration of any prescription medication. Medication with current prescription information on the label shall constitute such instructions.

E. SEPARATE TOWELS, WASH CLOTHES, DRINKING CUPS, COMBS, AND OTHER PERSONAL ARTICLES MUST BE USED FOR EACH CHILD. (PAPER TOWELS ARE PERMITTED)

F. CLEAN AND SEPARATE BED LINEN SHALL BE PROVIDED FOR EACH CHILD IN CARE.

G. FDC HOMES THAT HAVE PETS SHALL PROVIDE EVIDENCE THAT SUCH PETS HAVE HAD ALL NECESSARY SHOTS; FDC HOMES SHALL NOT HAVE TURTLES, CHICKENS, OR DUCKS AS HOUSE PETS.

H. THE FDC PROVIDER SHALL SUBMIT TO THE AGENCY A SPECIAL REPORT WITHIN 48 HOURS AFTER THE OCCURRENCE OF AN UNUSUAL ACCIDENT SUCH AS THE DEATH OR SERIOUS INJURY OF A CHILD. A SERIOUS INJURY SHALL BE DEFINED AS ONE THAT REQUIRES THE HOSPITALIZATION OF THE CHILD. A REPORT SHALL ALSO BE MADE WITHIN 48 HOURS AFTER THE OCCURENCE OF A FIRE THAT REQUIRES THE SERVICES OF A FIRE DEPARTMENT.

I. WHEN A POSITIVE DIAGNOSIS OF SERIOUS COMMUNICABLE OR INFECTIOUS DISEASE IS MADE, THE PARENTS OF ALL EXPOSED CHILDREN SHALL BE NOTIFIED IMMEDIATELY. SUCH CHILDREN SHALL BE WATCHED FOR SYMPTOMS OF THE DISEASE.

J. THE FDC PROVIDER AND ANY HELPER SHALL WASH THOROUGHLY AFTER CHANGING DIAPERS OR USING TOILET FACILITIES AND BEFORE HANDLING FOOD.

K. DIAPERS SHALL BE CHANGED WHEN THEY BECOME SOILED OR WET. A CHILD WHO HAS SOILED SHALL BE WASHED WITH A SEPARATE CLOTH OR TOWEL BEFORE DIAPERING.

L. CHILDREN SHALL BE OFFERED FREQUENT OPPORTUNITIES FOR TOILETING.

M. AN ADEQUATE SUPPLY OF CLEAN DIAPERS SHALL BE AVAILABLE. DIAPERS MAY BE PROVIDED BY THE PARENT. ALL DIAPERS SHALL BE STORED IN A SANITARY MANNER.

N. SOILED DIAPERS SHALL BE KEPT IN A CLOSED CONTAINER. THIS CONTAINER SHALL BE RENEWED OR CLEANED DAILY AND SHALL NOT BE ACCESSIBLE TO THE CHILDREN.

VI. PHYSICAL ENVIRONMENT:

A. THE DAY-CARE HOME MUST HAVE ADEQUATE TOILET FACILITIES, SEWAGE DISPOSAL, AND PROPER LIGHTING AND VENTILATION, AS DETERMINED BY THE COMMISSIONER IN CONSULTATION WITH THE DEPARTMENT OF HEALTH.

Satisfactory Compliance:

1. Complete disposal of waste means toilet must flush thoroughly.
2. Outdoor toilets are permissible if local regulations allow.

B. THERE MUST BE A SAFE WATER AND MILK SUPPLY.

Satisfactory Compliance:

1. Sample shall be taken of water from wells and tested by the State Health Department.
2. All milk must be pasturized.

C. BASEMENTS, IF WARM AND DRY, LIGHT AND WELL VENTILATED, MAY BE USED FOR SHORT PERIODS OF ACTIVE PLAY BUT MUST NOT BE USED FOR SLEEPING.

Satisfactory Compliance:

1. Furnace and hot water heater must be separated by a door, partition, or barrier from play areas.
2. Basements partly above ground level that are clean, warm, and dry may be used for play periods; basements shall not be used for sleeping.
3. Cellars wholly below ground level shall not be used.

D. ALL STAIRWAYS SHALL BE GUARDED FOR THE TODDLER AND CRAWLER.

Reason: Stairways present a substantial accident hazard to toddler and crawler.

Satisfactory Compliance:

1. The area between guard rail and stair tread shall be enclosed on stairs used by the children.
2. Stairways used by children shall have handrails.
3. Gates shall be used at both top and bottom of stairs accessible to the children where care is being provided to crawlers or toddlers.
4. Stairways shall be kept clear.

E. THE HOUSE AND PREMISES SHALL BE CLEAN, REASONABLE NEAT, AND FREE FROM HAZARDS THAT JEOPARDIZE HEALTH AND SAFETY.

Satisfactory Compliance:

1. FDC premises shall be inspected by a representative of the Commissioner.

2. House and premises shall be clean, reasonable neat, and free from accumulations of dirt, rubbish, or peeling paint.
3. All medicines, chemicals, cleaning supplies, and other toxic substances shall be stored out of the reach of children. They must not be stored with or immediately adjacent to food products.
4. Electric receptacles accessible to the children shall be covered or protected when not in use.
5. Scissors, knives, matches, thin plastic bags, and other potential hazards to children shall be kept out of their reach. The use of potentially hazardous materials and tools shall be supervised.
6. Outdoor garbage and rubbish containers shall not be accessible to the children.
7. Outdoor play space shall be enclosed as necessary to provide protection.
8. The FDC provider shall maintain personal cleanliness and conform to hygienic practices while preparing food.
9. All food and cooking utensils shall be stored to protect from dust, vermin, leakage from pipes, or other contamination.
10. Food needing refrigeration shall be stored at a temperature that will prevent spoilage and bacterial growth. (40° recommended).
11. Appliances regularly used in the storage and preparation of food shall be safe and in good working order.
12. Except for home-canned meat, fish, and poultry, the use of homecanned foods is acceptable.
13. Effective measures shall be taken to protect against the entrance into the home or breeding of vermin and insects.

F. THE FDC PROVIDER SHALL HAVE KNOWLEDGE OF WHERE EACH CHILD IN CARE IS AT ALL TIMES.

G. CHILDREN IN CARE SHALL BE ADEQUATELY SUPERVISED BY THE FDC PROVIDER OR HELPER.

H. THE FDC HOME SHALL BE SAFE FROM FIRE AND STRUCTURAL HAZARDS.

Satisfactory Compliance:

a. An inspection for fire safety shall be made before licensure and whenever a fire hazard appears to be present, in the estimation of the agency.
b. Every room below ground level shall have one exit leading directly outside. This exit may be a window large enough for a child to crawl through.
c. Unvented room heaters shall not be permitted.
d. No stove or heater shall be located where it would block escape in case of a stove or heater fire.
e. A portable fire extinguisher shall be provided for the kitchen and cooking areas. This extinguisher shall be in working order and checked annually.

f. Combustible items shall not be located or stored near the furnace area.
g. Fireplaces, space heaters, steam radiators, and hot surfaces, such as steam pipes, shall be protected by guards.
h. Every closet door latch shall be one that can be opened from the inside.
i. Every bathroom door lock shall be designed to permit the opening of the locked door from the outside in an emergency.

I. THE FDC PROVIDER SHALL BE PREPARED TO COPE WITH EMERGENCIES.

Satisfactory Compliance:

a. The FDC provider shall have information on file that will permit contact with the parents of each child in care.
b. The FDC provider shall make arrangements for a substitute care giver to provide care during emergencies. The substitute care giver shall be eligible for the same training as the licensed FDC provider.
c. A list of emergency telephone numbers shall be prominently posted by the telephone, including police, fire, doctor, and hospital.
d. The FDC provider shall make arrangements in advance for emergency transportation.
e. Emergency procedures shall be planned, written, and posted. They shall include a plan for evacuation.
f. A review of these emergency procedures shall be held not less often than annually.
g. At least one operable flashlight shall be available for use in the event of a power failure.

VII. NUTRITION:

A. WELL-BALANCED MEALS AND SNACKS SHALL BE SERVED DAILY.

Reason: Balanced nutrition is basic to the attainment of good health. A child grows and develops rapidly during early life and this growth and development is related to nutrition.

Satisfactory Compliance:

Each meal served shall include servings from each of the basic four food groups as indicated in the Daily Food Guide.

DAILY FOOD GUIDE

FOODS	SERVING PER DAY	AVERAGE SIZE SERVING BY AGE*		
		1-3yrs	3-6yrs	6-9yrs
MILK GROUP:				
Milk	2-3servings	½-1cup	½-1cup	1 cup
Cheese and ice cream occasionally				
MEAT GROUP:				
Meat, poultry, and As alternatives dried beans or peas or peanut butter	1-2servings	1-3tblsp.	2-4tblsp	4-6tblsp.
Egg	1	1	1	1
VEGETABLE & FRUIT GROUP:				
Dark green vegatables and deep yellow vegatables and fruits for Vitamin A	1serving	2-3tblsp	2-4tblsp	½cup
Fruit for Vitamin C - citrus, tomato, cabbage	1serving	1/3 -2/3 c	1/3-2/3c	½cup
Other fruits and vegatables	2serving	¼ - 1/3 c	¼ -½cup	½cup
BREAD AND CEREAL GROUP:				
Bread and cereal, whole grain or enriched	4serving	½ -1 slice ¼ cup cereal	½-1½ slices ½cup cereal	2-3slices ½ cup cereal
OTHER				
Butter or margarine	as spread or seasoning			

* Size of serving will differ with individual children; some may want smaller amounts and some larger.

B. THE FDC PROVIDER SHALL OBTAIN FROM THE PARENT AT THE TIME OF ENROLLMENT, WRITTEN INSTRUCTIONS ON EACH CHILD'S SPECIAL DIET OR FOOD NEEDS.

Satisfactory Compliance:

1. Any special diet or food needs shall be recorded on the child's admissions and arrangements form.
2. Parent's wishes on the serving and timing of snacks shall be observed as fare as possible.

C. PARENTS SHALL BE CONSULTED ABOUT SPECIAL FOOD PREFERENCES.

D. FLEXIBLE FEEDING SCHEDULES SHALL BE PROVIDED FOR INFANTS AND TODDLERS.

Satisfactory Compliance:

1. The infant's or toddler's usual feeding schedule, as given by the child's parent, shall be recorded on the child's enrollment form.
2. The infant's or toddler's usual feeding schedule shall be followed by the FDC provider in so far as is possible.
3. Food and bottles brought from home shall be labeled with the child's name and refrigerated when necessary. Bottles shall be rinsed when empty.

E. DRINKING WATER SHALL BE AVAILABLE TO CHILDREN AND OFFERED AT FREQUENT INTERVALS.

Satisfactory Compliance:

1. Water bottles for infants shall be identified for each individual infant. The water shall be stored and handled to protect against contamination.
2. Drinking water for toddlers and older children shall be provided in individual or single-service cups.

VIII. DAILY ACTIVITIES: DAILY ACTIVITIES SHALL BE DEFINED AS THE PROGRAM OF THE FDC FOR MEETING THE NEEDS OF CHILDREN RECEIVING SERVICE. DAILY ACTIVITIES SHALL FOSTER NORMAL PHYSICAL, SOCIAL, MENTAL, AND EMOTIONAL DEVELOPMENT OF CHILDREN.

A. INFANTS

1. EACH INFANT MUST BE HELD DURING BOTTLE FEEDINGS UNTIL HE IS SAFELY ABLE TO HOLD HIS OWN BOTTLE. BOTTLES SHALL NOT BE PROPPED.

   Reason: An infant's first sense of security is closely related to his food. Being held during feeding helps him to develop a trust relationship with others. It is possible for a young infant to choke on milk or water from a propped bottle.

2. EACH INFANT MUST BE HELD, ROCKED, CUDDLED, AND PLAYED WITH DURING EACH DAY OF CARE.

   Reason: Physical closeness to others is indispensable as a first step in social relationships.

3. EACH INFANT'S ATTEMPTS TO COMMUNICATE MUST BE RESPONDED TO.

   Reason: Baby sounds are the beginning of speech and language development. Socialization is encouraged when the infant receives a response to his babbling.

   Satisfactory Compliance:

The FDC provider shall talk and listen to each infant.

4. THE INFANT MUST BE ALLOWED FREEDOM OF MOVEMENT DURING A LARGE PART OF HIS WAKING DAY.

Reason: The infant needs large-muscle activity in order to develop properly, physically and mentally. The infant learns by exploring his environment.

Satisfactory Compliance:

a. The non-creeping infant shall spend part of each day on a clean carpeted floor or large blanket.
b. The creeping infant shall have freedom to explore outside of crib or playpen. A crib or playpen shall be used only for sleeping or for short periods of time when needed for safety or when the provider is attending to other children. During the infant's waking hours, a playpen shall be placed where the infant can watch others. Several hours each day of care shall be spent outside the crib or playpen.

5. THE INFANT MUST BE PROVIDED WITH AN ENVIRONMENT THAT STIMULATES ALL OF HIS SENSES.

Reason: The infant develops in response to stimuli; retarded development can occur when there is a lack of stimulation.

Satisfactory Compliance:

Infants should be provided with: (commercial, homemade, or natural)

a. Thing to look at (e.g., crib mobile).
b. Things to listen to (e.g. rattle, FDC provider's voice).
c. Things to feel (e.g., a soft ball).
d. Things to smell (e.g., new baked cookies).
e. Things to taste (e.g., objects that are non-toxic and too large to swallow or choke him).

6. WEATHER PERMITTING, EACH INFANT MUST SPEND SOME PART OF EACH DAY OUT-OF-DOORS.

Reason: Time spent in the outdoor environment helps to foster optimum physical well-being.

Satisfactory Compliance:

Except in inclement weather each healthy infant shall spend some time each day out-of-doors.

B. TODDLERS, PRESCHOOLERS, AND SCHOOL-AGE CHILDREN

1. EACH CHILD SHALL BE ALLOWED AS MUCH INDEPENDENCE AS HE CAN SAFELY HANDLE.

Reason: The child needs to establish his own identity; children learn through exploring and manipulating their environment.

Satisfactory Compliance:

Each child shall be allowed and encourage to move about and handle safe objects in the FDC.

2. EACH CHILD SHALL BE PROVIDED WITH LIMITS CONSISTENT WITH HIS AGE AND UNDERSTANDING.

Reason: The child needs to internalize some rules for his own and others' safety.

Satisfactory Compliance:

Each child shall be taught to avoid behavior that would be dangerous to him or to others.

3. EACH CHILD SHALL BE ENCOURAGED TO COMMUNICATE VERBALLY.

Reason: Speech and language development occurs through practice and encouragement. Socialization is encourage when the child receives a response to his talking.

Satisfactory Compliance:

The FDC provider shall talk to and listen to each child.

4. EACH CHILD SHALL BE GIVEN PHYSICAL SIGNS OF AFFECTION.

Reason: The child needs physical closeness although he may reject it at times because of his growing need for independence. This independence must be respected, but rocking, hugging, and other physical signs of affection must be offered.

Satisfactory Compliance:

Each child shall be given outward signs of affection by the FDC provider, as appropriate for his age and needs.

5. EACH CHILD SHALL BE PROVIDED WITH MATERIALS AND EQUIPMENT THAT WILL FOSTER HIS DEVELOPMENT PHYSICALLY, MENTALLY, AND EMOTIONALLY.

Reason: Appropriate materials and equipment encourage activities among children.

Satisfactory Compliance:

a. The FDC home shall provide commercial, homemade, or natural materials and equipment that encourage and stimulate:

Large-muscle activities (e.g.,large blocks, cardboard cartons).
Small-muscle activities (e.g.,small blocks).
Creative activities (e.g.,dress-up clothes).
Cognitive activities (e.g.,puzzles, books).
Social activities (e.g.,games)

b. All equipment shall be of sound construction and in operative condition.

6. WEATHER PERMITTING, EACH CHILD SHALL SPEND TIME OUT-OF-DOORS.

Reason: Time spent in the outdoor environment helps to foster optimum physical well-being.

Satisfactory Compliance:

Except in inclement weather, each healthy child shall spend some time each day out-of-doors.

7. TOILET TRAINING SHALL BE UNDERTAKEN WHEN APPROPRIATE TO EACH CHILD'S AGE AND STAGE OF DEVELOPMENT AND IN COOPERATION WITH THE PARENTS' WISHES.

Satisfactory Compliance:

a. The FDC provider shall obtain instructions from the parents about timing and methods of toilet training. Any toilet training given by the FDC provider shall be in cooperation with the parent's plan and within the limits of the licensing standards.
b. No child shall be punished for accidents occurring during toilet training.

8. EACH CHILD SHALL NAP OR REST AS APPROPRIATE TO HIS AGE AND STAGE OF DEVELOPMENT AND IN COOPERATION WITH THE PARENTS'S WISHES.

Reason: Children's needs for naps differ even at similar ages.

Satisfactory Compliance:

The FDC provider shall obtain instructions from the parent about the child's need for naps or rests and the parent's wishes about naps. In so far as possible, each child shall take a nap in accordance with the parent's wishes.

C. WHEN TRANSPORTATION IS GIVEN TO FDC CHILDREN BY PERSONS OTHER THAN THEIR PARENTS, ADEQUATE PRECAUTIONS FOR THEIR SAFETY MUST BE MADE.

Satisfactory Compliance:

1. No child shall be permitted to remain unattended in any vehicle.
2. Each child being transported shall use an approved

safety seat, seat belt, or harness.

3. No more than three persons, including the driver, shall be permitted to occupy the front seat of the vehicle.
4. Any vehicle operated for the transportation of children shall be licensed in accordance with the laws of the State of Minnesota, and the driver shall hold a current and valid driver's license.
5. Insurance coverage shall be provided.

IX. RECORDS:

A. THE FDC PROVIDER SHALL COMPLETE AN ADMISSIONS AND ARRANGEMENTS FORM FOR EACH CHILD IN CARE AT THE TIME OF FIRST ENROLLMENT.

Satisfactory Compliance:

1. The Admissions and Arrangements Form shall contain the following information:
   a. Name and birth date of the child.
   b. Full name of parent or guardian.
   c. Home address, work address, and telephone numbers where parent or guardian can be reached.
   d. Name, address, and telephone number of physician caring for the child who should be consulted for medical emergencies when parent or guardian cannot be reached.
   e. Name, address, and telephon number of person to be notified in case of emergency, when parent or guardian cannot be reached.
   f. Names of all persons authorized to remove child from FDC home.
   g. Specific instructions from parent or guardian about toilet training, eating, sleeping or napping habits, allergies, and other special health problems.
   h. Enrollment and termination dates.
   i. Financial arrangements.
2. For every infant and toddler, the FDC provider shall get a written statement from the parent or guardian about the specific habits of eating, sleeping, toileting, communication, and comforting.
3. Written consent shall be obtained from the parent or guardian for emergency medical care or treatment, to be used only if the parent or guardian cannot be reached immediately. Medical-care consent may be waived when in conflict with the parent's religious beliefs.

B. THE FDC PROVIDER SHALL INFORM THE AGENCY OF EACH ADMISSION OR TERMINATION.

X. GROUP FAMILY DAY CARE: IN ADDITION TO MEETING FAMILY-DAY-CARE STANDARDS, GROUP-FAMILY-DAY-CARE FACILITIES AND PROVIDERS MUST MEET THE FOLLOWING STANDARDS:

A. LIMITATIONS OF LICENSE: The GFDC SHALL BE LICENSED FOR NO MORE THAN TEN CHILDREN UNDER SCHOOL-AGE, INCLUDING THE PROVIDER'S AND HELPER'S CHILDREN UNDER SCHOOL-AGE.

Satisfactory Compliance:

1. Maximum licensed capacities:

If the number of children in care is no more than:			Then licensed capacity shall be:	
INFANTS	TODDLERS	PRESCHOOLERS	PROVIDER ONLY	PROVIDER&HELPER
0	0	10	10	10
0	7		7	10
1			5	10
2			5	10
3			4	10
4			4	10
5-6			-	9
7-8				8

2. Part-time children may be counted as one full-time child if they are not in care at the same time.
3. In addition to the licensed apacity, two school-age children per staff may be in care if:
   a. Care is generally limited to no moare than three hours per day.
   b. Exceptions to this limited amount to no more than 30 days per school year.
4. Other child-care arrangements shall have the prior approval of the agency.

B. STAFF QUALIFICATIONS: GROUP-FAMILY-DAY-CARE PROVIDERS SHALL HAVE EXPERIENCE AND/OR TRAINING IN PROVIDING DAY CARE TO CHILDREN.

Satisfactory Compliance:

1. A minimum of one year's experience as a licensed family-day-care provider.
   or
2. A minimum of one year's experience as a paid or volunteer staff member of a licensed group-day-care facility.
   or
3. A minimum of one approved child-development course, as defined below:

Child-Development Training Course - may include but is not limited to:

EXAMPLES:

Child growth and development
Family relations
Preschool methods and curriculum development
Child psychology
Parent effectiveness training
Music, art

Human relations	Sensitivity training, study of ethnic backgrounds
Food and nutrition	Menu planning
Administration of programs	Budget management

Training may be offered by county welfare departments, family-day-care associations, day-care centers, groups of centers, related organizations (including professional organization activities such as conventions and seminars), businesses, agencies, vocational schools, colleges, or universities.
One approved child-development training course equals approximately three university or college credits or 30 clock hours in a vocational-technical institute.
These child-development courses qualify staff for group-day-care homes and group-day-care centers but do not imply certification through the Department of Education.

C. PHYSICAL ENVIRONMENT: GROUP-FAMILY-DAY-CARE FACILITIES SHALL BE LARGE ENOUGH TO PROVIDE SPACE FOR A VARIETY OF ACTIVITIES.

Satisfactory Compliance:

1. There shall be a minimum of 35 square feet of useable indoor play area per child, excluding bathrooms. This may include basement, if warm and dry, for large-muscle activities.
2. A crib or padded play pen shall be provided for each infant in attendance.
3. A cot or bed shall be provided for each toddler and preschool child in attendance.
4. There shall be a safe outdoor play area adjacent to the FDC home or park facilities nearby for regular use.

D. DAILY ACTIVITIES:

1. EACH CHILD SHALL BE PROVIDED WITH ACTIVITIES THAT DEVELOP BOTH LARGE AND SMALL MUSCLES.

Satisfactory Compliance:

a. Daily activities shall include large-muscle activities, such as running, jumping, skipping, climbing, sliding, rolling, pulling, and pushing.
b. Daily activities shall include small-muscle activities, such as cutting, pasting, and manipulating clay, crayons, and other small objects.

2. EACH CHILD SHALL BE PROVIDED WITH ACTIVITIES THAT DEVELOP CREATIVITY AND IMAGINATION.

Satisfactory Compliance:

a. Daily activities shall include art and music that encourage individual creativity such as making

collages, painting, developing rhythm, and dancing.

b. Daily activity shall include dramatic play, such as "house" and "store".

3. EACH CHILD SHALL BE PROVIDED WITH ACTIVITIES THAT ENCOURAGE COGNITIVE DEVELOPMENT.

Satisfactory Compliance:

Daily activities shall include the development of skills in recognizing colors, shapes, sizes, animals, and so forth.

4. PERMISSION SHALL BE OBTAINED FROM THE PARENTS BEFORE ALLOWING SCHOOL-AGE CHILDREN IN CARE TO PARTICIPATE IN ACTIVITIES OUTSIDE THE GROUP-FAMILY-DAY-CARE FACILITY, SUCH AS SPECIAL INTEREST GROUPS, CLUBS, BIKE RIDING WITH FRIENDS, RECREATIONAL PROGRAMS, AND THE LIKE.

E. GROUP-FAMILY-DAY-CARE MINIMUM EQUIPMENT LIST

PRESCHOOL - 2½ THROUGH 5

Furniture and Supplies:
1. Small tables and chairs
2. Availability of cots and beds
3. First-aid supplies
4. Fire blanket (100%)

Large-Muscle Play:
1. Large building blocks (may be of non-durable materials such as milk cartons)
2. One or more durable pieces of large-muscle equipment such as:
   swing — tunnel
   balance beam — climber
   wheel toys
3. Other large-muscle toys, such as balls and jump ropes

Small-Muscle and Ponder Play:
1. Books--one per child or use of public library.
2. Games and toys to learn: number, letter shapes, size and color concepts
3. Transportation toys (trucks, cars)
4. Construction toys (small blocks, lincoln logs, legos)

Music Activities:
1. Phonograph, piano or musical instruments (homemade or commercial)

Dramatic Play:
1. Dress-up clothes (boys and girls)
2. Homemade play house (such as large cardboard box, blanket tent, etc.)

Art Activities:
1. clay or play dough
2. paper
3. paste
4. blunt scissors
5. scraps
6. paint (non-toxic)

Water Play:
1. Dishpan
2. Basters
3. Measuring cups

INFANTS AND TODDLERS - 0 - 2½

Equipment

Cribs
Mobiles (homemade or commercial)
Safe seat (such as infant seat, high chair, jumper-walker)
Pull toys
Training chair

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Mr. CORNELL. We shall turn now—I guess you are all from New York—to Mrs. Jean Emerson.

STATEMENT OF JEAN CHASE EMERSON, MEMBER, NEW YORK STATE ADVISORY COMMITTEE ON DAY CARE SERVICES TO CHILDREN TO THE STATE COMMISSIONER OF SOCIAL SERVICES

Mrs. EMERSON. Mr. Chairman and distinguished members of the committee, I am Jean Chase Emerson, a member of the New York State Advisory Committee on Day Care Services for children to the State Commissioner of Social Services.

My background includes a degree in child development from Cornell University, master degree in Early Childhood Education and extended graduate study at the University of California and the University of Pennsylvania School of Social Work and others.

My experience most recently has been as chairman of the nursery education division for the State University of New York, College of Cableskill.

One of our prime concerns has been developing assistant teachers in nursery education who would be qualified to assume staff positions at an appropriate level.

In addition I have been a consultant to Head Start and a codirector of a summer Head Start during the first 5 years of the program before it became a year-round program in Schoharie County.

At present I am teaching full time. I am particularly concerned about the training of teachers and the supervision of student teachers working with handicapped children.

At this time we have three centers, one for the primary educable, one for learning disabilities, and in this connection, Mr. Chairman, I was delighted to see the inclusion of the learning disabilities field in the bill.

There were many instances in the bill that I thought showed a great deal of research, sensitivity, and awareness on the part of the committee and I commend them for this quality. In the third center are the trainable children. I am particularly concerned about incorporation of handicapped children with normal children, the principle of mainstreaming, unless the people are well qualified to evaluate the needs of both groups of children.

I mention this because I was called recently by a Head Start center where they were having a new child who is blind come to the group. The director said that the staff was very much upset. They didn't know what to do. They weren't prepared to meet the needs of the child.

Yet this is one of the mandates for the Head Start program, that they incorporate 10 percent of their "slots" for handicapped children.

I think it is fine and excellent for handicapped children to have the children's needs as children met with good quality programs. But I also feel the need for being well prepared and to understand the best way of helping each child learn, both the handicapped and so-called normal.

I have some concerns about it being a mandate without the additional requirement that we have qualified persons on staff to meet the special needs and challenges of the handicapped.

I am also concerned about the terms "certified" and "qualified," which have been mentioned in previous testimony today. There is a distinction, I think. The State director for certification for the New York State Department of Education has said very deliberately that "certification does not mean qualification."

Certification means that a person has been offered the courses. Hopefully the result is a person whom we feel is professionally desirable. That doesn't always occur.

Also we may have qualified persons who may not be certified. They haven't gone through the certifying process. But they have the quality and are the kind of total persons whom we want to guide our children. This can happen. The subject of ratios was also raised.

I think this has to depend on the needs of the children. You can't willy-nilly say that a group should consist of six or seven or eight children. Sometimes there will be a child who demands a good deal of time on the part of the provider mother. I think good planning would give this flexibility to the mother and reward her, too, if she is taking a child who needs a great deal of care.

I am thinking particularly of a little boy whom I have been working with recently with some students. He was rejected by his mother at birth and then had to go to an institution. He is now almost 10.

Last year was the first year that he talked. He gets very excited about learning. He has many fears. He was taken on a trip to a milk plant with some other children. The sound of the equipment frightened him so that he shook all over, and burst into tears.

That field trip shouldn't have been provided for that child at that time. Children need to be able to cope successfully with new experiences, particularly handicapped children.

When we talk about qualified personnel, such persons should know that this boy wasn't up to it, that the sounds had a very special meaning, an overwhelming, frightening meaning.

When I asked him about it he said he was afraid they were going to kill him. He saw a milk plant attendant, with his white coat and white pants and the sight of this attendant evoked additional fear in this lad. Fear can be devastating to such a child.

We need persons who can see children as they see themselves. So often we are concerned about the developmental levels and some of the curriculum guidelines that we are given that we forget to be very observant about how each child sees his world and what its meaning is for him.

The same concern I think applies to parents. Probably one of the most interesting experiences that I had when I was director of the nursery school was the opportunity of meeting the parents as they brought the children in each morning.

I think we get more parent involvement by being aware of how parent and child come up the walk to school. Are they holding the child's hands tightly? Are they pushing him along because it is late? Are they letting the child hold an extended finger? Are they talking comfortably?

How a child greets his day and greets his experiences is very, very important.

I remember one child who always came in very happily. She was a 3½-year-old.

One day she was kicking and screaming. Her mother said, "I have got to talk with you." And we had a cup of coffee.

What had happened was that the child's kitten had been run over by a car and the mother said, "her father and I have been able to fix everything for her. She can't understand why we can't fix the kitten." Discussion of irreversible situations in terms of a young child was necessary then—not later.

It is this kind of perception I think that we want to find in teachers and care-givers.

One of the reasons that parents want to use family day care is that they feel family day care may provide this kind of understanding of the child's perception and be a more intimate group; that the child will have an experience as close as possible to being in his own home. It gives the parent a comforting feeling to know that their child won't have to make an adjustment to too many different adults before he is ready.

Centers where you have staff coming in on different shifts creating changes in personnel can be difficult, particularly for very young children, who need consistency. They need similar kinds of phrases within the daily framework concerning what is expected and how it is going to happen, even in being picked up.

One of the things that bothered me very much in visiting a hospital like the Foundling Hospital in New York was the fact that in the training of the baby nurses, young infants and children had different persons picking the children up because of the scheduling of the student's classes.

When a baby wakened that baby couldn't be sure whether it was going to be held with firm comfortable hands or shaky hands because this was the first time this nurse had picked up the baby. Children have a right to predictable loving care.

Children need many positive, meaningful kinds of care on the part of the caregiver, particularly during these first few years.

I can't speak too strongly to the point of the quality of care given. It is not a luxury—it is an investment in our most valuable, natural resource, our children.

On my right is Mrs. Patricia Cox, a family day care mother-provider, who is president of the New York State Licensed Family Day Care Association, which was formed in January of this year.

This happened following the first statewide conference of family day care in October. Mrs. Cox worked very strenuously on the committee as well as now being president of the organization.

She will share some of her insights and concerns concerning the providing of services to children and their families as a day care giver.

[The prepared statement of Mrs. Emerson follows:]

PREPARED STATEMENT

by Jean Chase Emerson, Member

NEW YORK STATE ADVISORY COMMITTEE ON DAY CARE SERVICES TO CHILDREN

TO THE STATE COMMISSIONER OF SOCIAL SERVICES

Before the Joint Hearing of

The Senate Sub Committee on Children and Youth

and

The House Select Committee on Education

on Bills

S626 and HR 2966

of the

Child and Family Service Act

Friday, March 14, 1975

Mr. Chairman and members of the Committee:

I am Jean Chase Emerson, Member of the New York State Advisory Committee on Day Care Services to Children to the State Commissioner of Social Services.

On my right is Mrs. Patricia Cox, a family day care provider-mother, who is President of the New York State Family Day Care Association, which was formed in January of this year. She will share with you some of the insights and concerns regarding the providing of services to children and their families as a care giver.

On my left is Mrs. June Rogers, Executive Director of the Day Care and Child Development Council of Tompkins County, who will describe the way in which a private, non-profit organization has been able to develop and provide a variety of resources and services to children, their families and care givers of Family Day Care.

We appreciate the opportunity to come before you at this time. We welcome the evidence that these bills give of the interest and commitment of the Federal Government to meeting the needs of children and their families. Senator Mondale, Mr. Brademas and their associates are to be commended for their long term efforts, sensitive concerns and commitment on behalf of the Nation's children and their families!

We have been asked to speak specifically to the subject of family day care of children, this morning.

In coming before you today, we recognize that this nation faces difficult economic circumstances and that priorities of our nation's values and funding are being determined by our government. Children are one of our primary natural resources and, as such, must receive a high priority. This should be true in all times but especially in troubled times when discouraged, dejected, anxious parents, (many of whom fear unemployment and others who have already received their 'pink slips' of rejection in the market place), are overwhelmed by their hurtful and often angry feelings about themselves and society. These feelings can be reflected in the parents' attitude toward their children, often without realizing it. It is from such hostile feelings and sense of inadequacy that some of the child abuse cases result. Therefore, in such times as these, it is especially important that we give careful consideration to the quality and appropriateness of the programs available to our young children.

Family Day Care should be one of the options available to families provided by these bills. In this connection, Mr. Chairman, we welcome the language of the bills in their statements regarding the importance of the family, and the recommendation for providing comprehensive services when needed to the children and their families; and that child and family service programs should be planned with a view toward offering families the options they believe are most appropriate for their needs.

Where we are in Family Day Care

In 1969 we had 1,093 homes for 3,340 children and as of January 1, 1975 we have 3,381 homes for more than 14,000 children. These are homes under the aegis of the State Department of Social Services, locally operated delivery system. Even with this great expansion of the program much of the need has not been met; for example, information from the WIN program staff indicates that during the last six months of 1974 over 4,000 ADC recipients did not participate in the program due to lack of day care for approximately 8,000 of their children.

The New York State Advisory Committee on Day Care Services recognized the need for the expansion of family day care. Early in 1974, Mrs. Joyce Black, Chairman of the Advisory Committee, appointed a task force on family day care. One of the projects of this committee was the co-sponsorship of the first statewide Family Day Care Conference held in October of 1974. It brought together over 200 persons interested in family day care including almost 100 family day care providers. As a result of this conference there has been an increased interest and recognition statewide of the value and importance of family day care.

One of the primary needs expressed by the participants in the conference was for training in areas such as nutrition, child development, special needs of children, first aid and safety, and appropriate activities for children of various ages.

We have good resources for training in our public and private colleges and specialized agencies, many of which have strengthened their curricular offerings and supervised experience for students with children in a variety of community settings, in order to better meet the special needs of young children today. What we need now is a mechanism to coordinate these resources and funds to make them available to family day care providers, who need and want them.

Another need clearly expressed by the participants in the conference was for supportive services by the sponsoring agency.

To meet this need requires a sufficient number of concerned, competent staff. From my knowledgeof the Department that administers the family day care program, the critical need is for an adequate number of qualified staff at all levels to be devoted to this program. We hope that the provisions of this legislation will permit sufficient staff to recruit, license, and provide essential services for family day care.

In summary, family day care is a vital component of comprehensive child care services which should be an option available to families. During the years that I have been a member of the Advisory Committee on Day Care, I have seen the program grow from a small struggling endeavor to one which is attaining its rightful recognition as an integral part of New York State's Child Care services. We recommend this program be given serious consideration in your deliberations on this legislation.

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Thank you, Mr. Chairman, and distinguished members of this committee, for having given me the opportunity to make this statement.

Mr. CORNELL. I understand that Mrs. Cox made quite a sacrifice in getting here today. We certainly appreciate it.

STATEMENT OF PATRICIA COX, PRESIDENT, LICENSED FAMILY DAY CARE ASSOCIATION OF NEW YORK STATE

Mrs. Cox. Thank you, Mr. Chairman, members of the subcommittee. I would like to commence by reading a definition of a day care home written by a provider, Margaret Hayes. I think this is important.

> A day care home is a place where children are loved, listened to, comforted and cared for.
>
> A good day care provider is more important than the physical arrangement of her home.
>
> She is a substitute for the natural mother in the sense that she cares for and works to develop the child's personality in a way that she hopes his mother does at home.
>
> In order to make this work there must be good communication between the child's mother and the day care provider.

I think the bill backs this up. It talks about parent involvement at many levels. Family day care works very well in many instances because the parent and the day care mother can meet over the cup of coffee, so to speak, and possibly make time during the day when they pick up the child or when they bring him in in the morning to converse about the problems.

There is also the telephone at night. A day care mother will often take the time to call another mother and discuss the problems.

So this bill, providing money to further this kind of communication, would be very good.

Family day care providers need recognition for the service they provide children.

I find it very difficult to get family day care mothers involved on decisionmaking policies. At this point they are not very well recognized. We are pushing very hard to get committees together that make decisions that involve what we do.

These Minnesota regulations are made with a lot of day care mother input. The contrast with New York is that an ad hoc meeting to review the rules and regulations only had one day care mother on it. She was hard put to get any input on this committee. She made some, but not much.

Family day care needs a lot of recognition. It needs support and training from agencies to enable mothers in family day care to further enrich skills they use all the time.

People who are aware in this field can show us how to produce them further to help the children in our care.

It is often considered as custodial care and cheap labor. I have heard this said by commissioners, that day care is custodial care, which really upsets me.

Without adequate funding which is mandated for family day care—at present this service is not mandated—administrators often ignore the importance of this service and do not even try to find moneys to provide equipment for day care homes or work at producing a good self-image for the day care mother.

Isolation is another part in keeping family day care unknown with society labeling this as being "a woman's place."

With such negative approaches to family day care and no adequate support, no career ladder or recognition for training, there is little to motivate providers to give quality care.

However there are 2 million children in this country in family day care. So it is a choice of care which many, many parents use, be it unlicensed or licensed.

I object that family day care is called "for profit" care.

If you look on page 3 I have made a budget which backs up that day care mothers do make roughly 30 cents an hour.

This particular woman cared for three children full time and two children part time. That was $3,377 for 50 weeks of the year, 10 hours a day, no paid national holidays. She receives no compensations in her working condition. After deduction of losses, expenditures came to $1,286, of which Federal, State, and self-employment taxes had to be paid. It comes out to roughly 30 cents an hour.

I think these bills provide for day care mothers many things indirectly through agencies. The agencies can provide what we need.

I have listed them here. They provide training. At the present time we are required to take training. We get no recognition for it. There is no certification to say we are trained. There is no extra money because we have gone through special training. There is nothing. But we are required to take training.

In many instances in many areas of New York State, too, they require State training. But there is no mechanism to give us training.

So it is a little ridiculous.

To get here today I had to close my day care home. There was no backup system. So six parents had to find other care for the day.

This also is a problem in requiring us to take training. This money could also be channeled to pay for sick days and to pay for absences when children are away and by giving us the support of recognizing that day care mothers provide a vital service to the community.

I think the quality of care would increase. To get quality care the consumer has to demand it. Once the consumer starts demanding quality care the care-giver will give quality care, better care.

She also needs good support systems behind her. I think this is what this bill would do.

I would like to see the words "family day care providers" written into these bills and these people to be involved at decisionmaking at all levels of administration and in the Federal level as well.

I object very strongly to people telling me what I need to do. I do the job. Let me have a vehicle to provide my input.

Finally, under section 501, I would like to see family day care mentioned and defined.

Thank you.

[The prepared statement of Mrs. Cox follows:]

TESTIMONY OF PATRICIA COX

TO THE JOINT HEARING OF THE SENATE SUBCOMMITTEE ON CHILDREN AND YOUTH, THE SENATE SUBCOMMITTEE ON EMPLOYMENT, POVERTY AND MIGRATORY LABOR AND THE HOUSE SELECT SUBCOMMITTEE ON EDUCATION

MARCH 14th, 1975.

Chairman Brademas, Chairman Mondale and Members of the subcommittees - I am Patricia Cox, a Licensed Family Day Care provider and President of the newly formed Licensed Family Day Care Association of New York State. The goals of our Association are to seek quality Family Day Care for all children, to raise the status of the Family Day Care License and to unite Family Day Care providers for greater recognition in New York State.

I greatly appreciate your invitation to testify on the need for comprehensive support systems to ensure quality care for all children, and would like to commend Senator Mondale and Congressman Brademas for their leadership over the years in seeking to achieve needed services for children.

I am here representing Family Day Care providers and would like to commence by reading a definition of a Day Care Home as written by a day care provider.

"A Day Care Home is a place where children are loved, listened to, comforted and cared for. A good day care provider is more important than the physical arrangement of her home. She is a substitute for the natural mother in the sense that she cares for and works to develop the child's personality in a way that she hopes his mother does

at home. In order to make this work there must be good communication between the childs mother and the Day Care provider".

Family Day Care providers need recognition for the service they provide children. Recognition, support and training from agencies would enable Family Day Care providers to further enrich their skills so as to be able to give quality care to the children in their home.

Unfortunately the service is often viewed as "custodial care" and "cheap labor". Without adequate funding mandated for Family Day Care, administrators often ignore the importance of providing equipment, needed materials, a respectable wage and the fostering of good self image and motivational support.

Isolation plays a large part in keeping Family Day Care an ignored service. The provider is usually a woman "at Home" with society viewing this as her place.

With such negative approaches to Family Day Care and with no adequate support systems, no career ladder and no recognition for training, there is little to motivate providers to give quality care.

However with 2 million of the nations children in Family Day Care it is obviously a vital component in the day care network and an important choice of care for working parents.

Family Day Care is not care that is a proprietary enterprise operating with a built in profit factor and I

would like to give a case history of a day care provider in Ithaca, New York.

Provider cares for

3 Full time children 10 hours per day
2 part time children 4 hours per day
1 child of her own who attends morning kindergarten
(A part time child must count as a full time child)

Working Conditions

She has to comply with a state ruling that a provider of this service must have:-
"finances sufficient to operate properly and in accordance with these rules".

Required to have an annual physical
Required to take training (with no recognition)
No paid vacations
No paid National holidays
No sick pay
No payment for childrens absences
No compensation for equipment or craft materials
No allowances for food for the day care children

Earnings for 1975 - 50 weeks, 10 hours per day

Earnings	$3,377	
Losses & Expenditures	$2,091	
	$1,286	or $25.72 pr.week

Federal & State and Self Employment taxes to be paid on this amount.

What do these Bills, S626 and HR2966 do for Family Day Care

1. It would provide the very desperately needed support to agencies so that many of the difficulties encountered at the State and local level would be alleviated.
2. Support would ensure training, at present required, but through lack of funding often not provided.
3. Support would be available to provide release time and transportation making it possible for Day Care providers to attend training.

4. Equipment, materials, sick pay and payment for absences of children are needed by Family Day Care Providers in order to strengthen the quality of service they offer the 2 million children in their homes.

5. Support to agencies would provide programs whereby parents and providers could meet to discuss the welfare of their children.

I would like to see the words "Family Day Care Providers" written into these Bills as people to be involved in decision making policies at all levels of the administration.

Finally in TITLE V, Section 501 - I would like to see Family Day Care both mentioned and defined.

Mrs. EMERSON. On my left is Ms. June Rogers. Her nonprofit organization has been able to develop and provide a variety of resources of services to children, their families and givers of family day care.

STATEMENT OF JUNE R. ROGERS, EXECUTIVE DIRECTOR, DAY CARE AND CHILD DEVELOPMENT COUNCIL OF TOMPKINS COUNTY, INC., ITHACA, NEW YORK

Ms. ROGERS. I am delighted to be here. My first response is to support everything Pat said. She is one of our day care mothers in Tompkins County. Pat is an example of a family day care mother who feels good about what she is doing. She should get the support and help that she needs and take her rightful place in the broader child care network.

Essentially, that is what I am here to talk about.

I also submit for the record a statement which describes the kind of resource center we have developed.

But I want to go back, with your permission, to some comments made by the earlier panel about parent involvement. In situations like this I often take off my professional hat and put on my parent hat. I happen to be the parent of two learning disabled children.

You asked why it is that parents don't participate. I can only respond as a reasonably competent professional in the community who was put down so many times when I cared enough to raise questions about the quality of education in support of my learning-disabled children that I really lost interest in going to meetings to receive that kind of reaction and treatment.

So now I will put back by other hat. In connection with this idea of self-image and so forth which has permeated our entire discussion this morning, I would like to ask whether we are talking about children, whether we are talking about parents, or whether we are talking about caregivers.

I see family day care as a very vital component of a larger child care network, but in fact there is no network in most communities. There is no communication or cooperation among children's services or between the formal funded programs and the informal channels of care upon which most of our families rely for help.

Several years ago, when we began to reach out and put together the various elements of the network in our community, we planned a dinner for our days care mothers to recognize them for their service. This was as recently as 1971, yet I was hard put to find a statement anywhere in print which was positive in its description of family day care. It wasn't until June Sale's book, "I'm Not Just a Babysister," came into print that day care mothers, for the first time, could raise their heads and take their place with some pride in the child care network.

In Tompkins County, N.Y., we had tried to develop a model of coordination and support to the child care community, recognizing each segment of that community, because we believe that child care services must be available to every child and his family who needs and wants them. We also recognize that children's services are fragmented and many providers of services are isolated. Therefore, the Day Care and Child Development Council, which, as June said,

is a private nonprofit agency funded by the United Way and the Appalachian Regional Commission, provides services in recognition of these facts.

Our program somewhat resembles the program that Jean Sale mentioned earlier. I have been put in touch with 10 or 12 such programs in the country now. We are rural and therefore have a dimension which those which are urban-based do not have.

Information is available to all. We make no distinction in the community about who is eligible to receive this information. We provide information to parents seeking special services of all kinds relating to the care and treatment of their children. We also provide information to caregivers and group programs. The Day Care Council provides referral and information to parents seeking child care and to caregivers and group programs wishing to have children referred to them.

For example: a single parent with three children may be able, after consultation with the referral counselor, to place her 4-year-old in a Head Start program, her 2-year-old in a family day care home with subsidy provided by the Department of Social Services, and her 6-year-old in a youth bureau after school program.

Regarding consultation and training services, a day care mother called the Day Care Council recently to express concern about children in her care: one with speech problems and one who appeared to be hyperactive. In further conversations with the caregiver and the children's parents, the services of the special children's center, the public health department and a coordinated training program for family day care mothers were utilized to meet the children's, parents' and caregiver's needs. This is another example of the interdependence and interrelationship of the components of the network.

This fall our child development coordinator planned several in-service training workshops to help the director of a private, nonprofit center whose teachers needed help in enriching their skills and whose budget did not allow for training services.

In the area of technical assistance, last week two young people and a church group consulted the Day Care Council for information about setting up a day care center: funding, licensing, incorporation, curriculum, and so forth. They were put in touch with a lawyer, who could help them with incorporation, and the local community college. Before they left they browsed through our offices for further information and ideas.

Coordination and planning, of course, are basic. Because the council keeps up to date on trends, data, economic factors and so on, we are aware of the kinds of needs that people in the community have, that parents have. We are able to focus on those needs and, most importantly, utilize more effectively the existing resources available in our community. This is something that fragmented funding and lack of coordination at all levels has not made possible.

Last but most exciting is our Gathering Place, a resource center in an attractive, economical environment where literally every wall and every shelf abounds with creative ideas for work with young children. The Gathering Place offers a library, a shop for discounted supplies, used toys and books, a loan closet of equipment and large toys—all donated from the community—all sorts of trash to be converted into

treasure, a workship with tools for making simple toys, a box of ideas for using trash-to-treasure materials, and lots of caring people.

Then we have the rural outreach project which is funded by the Appalachian child development project whereby all of these resources have been strengthened and extended into the rural areas of the county.

Ms. Sale spoke of the day care neighbor system. We call it home based referral. Essentially, it is an extension of a central referral office, sometimes utilizing day care mothers. At other times, a volunteer spends part of her day responding to calls about the child care facilities, programs and resources available in her tiny rural community.

One of our outreach workers, through her knowledge of the community, has been able to respond to the articulated concerns of community residents to help devise a plan whereby parents, caregivers, public health nurses, trailer park owners and the Day Care Council can work together to create a critically needed children's area for play and shelter in a crowded trailer park.

Not long ago, Peter Sauer from the Bank Street College of Education Day Care Consultation Service said:

> Too often programs like the Council's are described as necessary—and yet there are only a dozen or so in the Nation—because of the lack of adequate programs in a community. In fact even with enough day care programs to give everybody choices, programs such as the Council's would be greatly needed in every community as an integral part of any child care and family support program or community effort to maintain a child care and family support system.

We urge that the bill include support of a coordinated network of children's services, public and private, informal and formal.

I want to conclude by thanking you for the opportunity to be here, to commend to you a reading of our Gathering Place description and to invite you to come to Ithaca and see for yourselves a sharing, caring community that really gets our message across.

Thank you.

Mr. CORNELL. Thank you very much.

Ms. Rogers, do you know how common a child care council like yours is in the country at large?

Ms. ROGERS. The idea is catching on rapidly. The Day Care and Child Development Council of America has been a great inspiration because it is concerned about the same kinds of things.

There are groups which do not provide referral quite the way we do, but they are developing grassroots support and coordinating efforts to meet gaps in services and to take advantage of existing resources to the fullest extent.

Mr. CORNELL. Have you any idea—I understand this is funded by United Way and the Appalachian Regional Commission—of the total budget, annual budget?

Ms. ROGERS. For our program?

Mr. CORNELL. Right.

Ms. ROGERS. Our budget is over $100,000. But I want to comment on that briefly because our whole project was deliberately set up in order to identify networks in the rural areas that could pick up and carry on with a minimum of liaison after our funding is reduced.

A group like ours, which has contact with many institutions and interested individuals in the community, doesn't have to do the job

alone. There are many possibilities for focusing on the available services and resources by tying them together. The lack of coordination at all levels in most communities has worked to the disadvantage of children and families in local communities.

So I think our approach is vital.

Mr. CORNELL. I appreciate of course the many other services that are provided. But I was wondering how many children are actually involved in the day care program overall.

Ms. ROGERS. We do not provide directly for the care of children. We provide information, referral, resources, coordination, and planning. Our constituencies are the providers of services.

So it is an indirect approach. We do have children in our office. Children are always welcome—the children of day care mothers, the children of parents seeking or utilizing child care—but we do not provide child care directly.

Mr. CORNELL. This morning you heard the conversation about licensing practices in New York State.

Would you care to comment on them?

Ms. ROGERS. I would like to be a bit more general if I may. I believe very much in standards for child care. I support generally the Federal interagency day care requirements.

I think one of the problems with licensing today is the inadequate money and staff to back up well-meaning licensing regulations so that all children are protected equally. What we do in this country is protect some children very well and some children not at all.

Until we develop a system which is not only high in standards but high in support so that we may help people meet standards and insure that all children will receive the same level of protection and quality education, we are in trouble.

Mr. CORNELL. The staff bill calls for health screening and nutrition services and education components.

I am wondering how you would see this fitting into a family day care program.

Ms. ROGERS. Nutrition and——

Mr. CORNELL. Health screening.

Ms. ROGERS. It depends on the day care system. I can only speak for our community or our system. Wherever possible, we try to utilize the public health services in an attempt to maximize the dissemination of their information about immunization and the availability of child health conferences.

We work very closely with nutrition aides in the community who are funded through cooperative extension. So we utilize all information and resources that are available to provide workshops and training and so on.

Jean, maybe you could speak to this?

Mr. CORNELL. Were you going to say something, Ms. Emerson?

Ms. EMERSON. I think it is very important to mention to the committee that there is a lack of adequate personnel, qualified personnel, to give the kind of support services under the existing program in New York State.

When you don't have enough people to check the homes, for example, to process the licensing applications, to give the initial orientation, to give the encouragement that is necessary, then the system is not going to be delivering what it should be delivering.

I would like to recommend to the committee that for a full quality program in family day care the licensing personnel should not assign more than 26 homes at one time for each caseworker.

Day care homes might be rotated so that some are being supervised and supported. I would rather say "supported" than "supervised." For a year this might be. It must be recognized that you can't provide adequate supports if you don't have sufficient qualified personnel for the caseload requirements.

Mr. CORNELL. I gather from your statement that you do not feel that there is such a thing as an optimum number but it depends on individual circumstances.

Is that correct?

Ms. EMERSON. I believe there is a maximum above which you shouldn't go. I think it is appalling that one person would have responsibility for 20 6-year-olds. The needs of 20 6-year-olds cannot possibly be met by 1 person. Some of these ratios are outlandish in terms of really meeting the needs.

I am concerned about the Federal guidelines. We have been fighting this issue in New York State, and I have been fighting it on our advisory committee. On our advisory committee there are mothers whose children are in day care services as well as provider-mothers and teachers and directors of day care centers.

Mr. CORNELL. You mentioned that you were concerned about the day care center having the handicapped mixed with others. Is it the fact that these children were mixed or whether it was the lack of trained personnel?

Ms. EMERSON. It is the lack of assurance that each child's needs will be met.

For instance, I mentioned a child who came out of an institution and just started speaking, who gets very excited, and whose language is quite limited. He says, "How come? How come? How come? How come?" For each of those "how come's," someone must speak gently, someone who recognizes what he is, not only chronologically but emotionally and developmentally. You couldn't possibly take care of his needs if you had 10 children in the room at the same time. It would be impossible.

So, as I said, when a child has special needs you have to consider what has to be done and the circumstances that would be right for him.

Mr. CORNELL. You talked about the distinction between the terms "certified" and "qualified."

Should I draw the inference that you think there are certified people who are not qualified?

Ms. EMERSON. Yes, indeed. Look at our public schools.

I had a parent call me last night at 20 minutes after 11, very much concerned (in this field you get calls at all times of the day). Her child had been in school for 9 years and had only one kind teacher. She had been discussing her child's experiences in school. She said, "I am very much upset because he is a delightful child." I happen to know that he certainly is. He is sensitive, asks lots of questions, questions that might not come in the teacher's range. So he hasn't been given the opportunities he should have been given. I am very much concerned about who we are certifying in the whole process.

Mr. CORNELL. That applies as well to family day care?

Ms. EMERSON. Yes. But I think people going into family day care, at least the ones whom I have met, are really very concerned, loving people.

What I see is that they want more skills. They have the skills of caring. They have the natural ability to mother. But they need to have additional skills. In New York State we have the facilities and the agencies and the colleges which could provide these skills if they were tapped properly; as Ms. Rogers indicated, it is a matter of pulling together all the tremendous resources that we have in this country and utilizing them efficiently.

Mr. Chairman, I am concerned about another big administrative agency developing where the relationship is far removed in Washington from the local level.

I am concerned about the very poor sections of our country and the communities where we don't have good program leaders.

Many people are not accustomed to writing proposals and their proposals may get thrown out because they don't meet the requirements. Yet the need may be very great. It is there.

These are some of the things that it is hard to put in legislation. But I think if you are concerned you will provide the mechanism by which to identify them and give them help in proposal-writing and guidance in support services so that we can do the job that this bill was meant to do.

Mr. CORNELL. Our subcommittee is reporting out the Older Americans Act. We run into the same problems there, that these proposals have to be initiated on an area level and when they are not undertaken, people are disappointed with the program.

Something along your suggestion ought to be done here to reach these people.

I must say your description of a dedicated person seems to describe Ms. Cox. I must assure you of course I have no children of my own. I had better make that clear. But I would dare say that if they were to have children in day care I can see an ideal type of person in Ms. Cox, I certainly agree with you, Ms. Cox, that rewards of dedication are not enough.

I am sure you get satisfaction out of your work. But I think it deserves more than 30 cents an hour, and additional type of satisfaction that comes from reasonable remuneration.

My colleague here from Illinois, I must say, is more familiar with children and their care. He has three young sons, delightful kids. I recently had the pleasure of traveling with them.

Mr. HALL. They are delightful, Bob. Thank you. What else can I say? On accasion they are little pests and, I want to think, very normal.

I stated earlier that there is a tremendous waste of resources in this country. Someone made a statement in the other part of this session that too many of the people were overqualified.

I must say that this troubles me because Bob Cornell pointed out that there are a lot of Ph. D's, for example, walking the streets, looking for work, and they can't find it.

I am reminded that if Albert Einstein were alive in my own State of Illinois, he could not teach mathematics or physics in a high school in the State of Illinois because he couldn't be certified, having not had the education requirements.

I wonder sometimes if we don't defeat ourselves in some of these areas. You did indicate that some of these children did have special needs. Maybe if we utilize some of these overqualified people, although they may not have training in the direct area that we require, they might have something that they could lend that would help these children.

Ms. EMERSON. I would be very happy to speak to that.

No. 1, I don't believe that anyone can be overqualified in working with children. I think working with children demands the best that anyone could have. So maybe the degrees are there. But in terms of the humanity, in terms of the investment that they have in terms of their education, I am old-fashioned enough to believe that "to whom much has been given, much is required." This gives them more right to contribute to society today, particularly in these troubled times. I would be more concerned with what their advanced degrees and overqualification, quote unquote, meant to them; if it made them feel that it was a waste of their time to be working with children, then they certainly wouldn't be overqualified. They would be underqualified in terms of working with children because you need to have respect for each child.

I feel we have devoted so much of our research looking for the problems, looking for what is wrong with a child; we need to turn about and see what is right with a child. Many of our evaluation forms are geared to looking at problems first rather than looking for what positive things we can build on.

No. 2, I believe that anyone working with handicapped children needs a very fine and thorough background in the understanding of childhood development. They can't do a good job without it. On top of that there needs to be built an understanding of the problems. It would take a specially trained person, but it takes an understanding heart too.

I remember visiting a State school for the blind. A little child who was completely blind from birth was meeting another new child. They both happened to be black. She touched her and she said with great radiance in her face: "You are just like me."

My perceiving things of this sort and building on them, what each experience means to the child, all of us can keep growing in this respect. I don't think we ever really arrive at a complete understanding in terms of being able to maximize the potential of each child. We are always in the process of working at it and doing the best we can and in that realm we can never be overqualified.

Mr. HALL. I am not sure that love and dedication are not as important as training.

Ms. EMERSON. I don't believe you can effectively work with children, despite your training, without the caring. I think the child senses it, first of all. He wants to know that he is accepted and valued, that he is free to learn. I don't think a child is free to learn until he knows he is respected and really cared about as an individual.

Mr. CORNELL. But in the process of training, let us say formal education, do you think that these people are weeded out?

Ms. EMERSON. No, I don't. I wish they were. I would like to have Dr.——

Ms. PIERS. I would like to second that point.

Ms. EMERSON. At a meeting of deans of the State university, we were talking about transfer of credits from the 2-year programs to the 4-year programs. One of the deans commented: "We have got to get this gal through. She didn't do a good job of student teaching. But she has got all these loans paid off." I just shuddered.

Mr. CORNELL. With that reference we get to the subject of certification.

Ms. EMERSON. I am concerned about the broad certification in New York State. In the late 1950's, because of the large number of applicants and the paperwork, we had specific certification for early childhood, the infant period through three certification. In New York City, this system is still in operation. But in the rest of New York State, broad certification of kindergarten through 6 and through 9 is used with the result that a person who has had experience with, say, the third grade and the seventh grade will be certified for the whole range.

We ran into this problem with Head Start. These people had the certification that qualified them to take some of the top positions as teachers and directors. Yet they had minimal backgrounds in early childhood behavior.

I recall atending an evaluation session that first year with many of the people who came to Albany. Each of us was at a table with Head Start personnel. At my table one of the persons said: "We need a lot more psychiatric services." So I asked her what she saw in the children's behavior that would indicate that these services were required.

The children were just being perfectly normal for 5-year-olds. They didn't want to sit still. They were not particularly anxious to raise their hands and wait for somebody else. They wanted to be active. They wanted to climb. They wanted to do all the normal things that children need to do when they are 4- and 5-year-olds. Therefore, I think what is required is people who really understand what it means to be 3, 4 and 5.

Mr. CORNELL. You can appreciate that when we are designing legislation. In that respect it seems to me that one of the most important characteristics of anyone involved in this work is patience.

My colleague's 3½-year-old son sat on my lap and read me a book that he had memorized with the patience of his mother reading it over and over to the child.

I am interested in what our friends from the West can tell us about certification in California.

Ms. SALE. I really am not well versed in certification procedures and really wouldn't feel qualified to speak on them.

I can speak on family day care. I would like to make two corrections in my statement. One is that the 72-cent statement that I made had to do with what a family day care mother made after all of her expenses were taken out. The 72 cents an hour was not per child but had to do with what she makes after expenses are taken out.

The other thing that I want to clarify is that I said the optimal number of children in group care was 60. What I meant to say is that that is the maximum number. The optimum number if far below that. It is between 20 and 30.

Mr. CORNELL. Thank you very much.

Ms. MALTZ. I would like to point out something regarding how we view standards in Minnesota. You have a copy of the State standards for family day care. Those are viewed as minimal health and safety standards to protect the children.

All the standards that we have that deal with day care in our State are minimal health and safety standards for protection of children.

When we look at the national and Federal agency requirements for day care I think it is important that they provide us with leadership and something to work toward.

Mr. CORNELL. Thank you very much.

[The prepared statement of Ms. Rogers and material subsequently supplied for the record follows:]

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PREPARED STATEMENT

BY

JUNE R. ROGERS
EXECUTIVE DIRECTOR
DAY CARE AND CHILD DEVELOPMENT COUNCIL OF TOMPKINS COUNTY, INC.
ITHACA, NEW YORK

FOR

THE SENATE SUBCOMMITTEE ON CHILDREN AND YOUTH
AND
THE HOUSE SELECT SUBCOMMITTEE ON EDUCATION

REGARDING

S626
HR2966

MARCH 14, 1975

TESTIMONY OF JUNE R. ROGERS

MARCH 14, 1975

Chairman Mondale, Chairman Brademas, and members of the Senate Sub-Committee on Children and Youth, and the House Select Subcommittee on Education. First, I want to thank Chairmen Mondale and Brademas for their leadership in promoting quality child care services for young children in this nation, and for the perseverance and determination this leadership has inspired and encouraged in those of us who have been struggling to build a system of comprehensive, coordinated child care services. For those of us still reeling from the veto of your Comprehensive Child Development Bill of 1971, and the continuing painful awareness in our local communities that so many children in their most formative years are not receiving the quality services that they need and their families desire for them, the Family and Children's Services Act of 1975 comes as a welcome antidote. Its strong emphasis on the family and the family's involvement in any program which serves its children, on the need for a wide variety of program choices and sponsors, and on strong supports to both the families and the providers of services is vital to the development of a quality child care system in this country.

Though we are focusing this morning on family day care as an important child care service, I would like to think of family day care as one very vital component in a broad network of child care services. In fact, however, in most communities, there is no network, no communication or cooperation among children's services or between the formal, funded programs and the informal channels of care upon which families rely for help.

In Tompkins County, New York, we have developed one model of coordination and support to the broad child care community which I would like briefly to describe. Believing that child care opportunities must be available to every child and family who wants or needs them, and recognizing the fragmentation, isolation, and inequality of funding support of existing services for children and their families, the Day Care and Child Development Council of Tompkins County, a private, non-profit agency funded by the United Way and the Appalachian Regional Commission, provides the following: referral and information, consultation and training, technical assistance, coordination and planning, the Gathering Place - a resource center, and outreach. Let me give you some examples of each.

1. Referral and Information

   The Day Care Council provides referral and information to parents seeking child care, to parents seeking special services for their children, and to caregivers and group programs who wish to have children referred to them. For example: A single parent with three children may be able, after consultation with the Referral Counselor, to place her 4-year-old in a Head Start program; her 2-year-old in a family day care home with subsidy provided by the Department of Social Services; and her 6-year-old in a Youth Bureau after-school program.

2. Consultation and Training

   A day care mother called the Day Care Council recently to express concern about children in her care: one with speech problems; one who appeared to be hyperactive. In further conversations with the caregiver and the parents, the services of Special Children's Center, the Public Health Department, and a coordinated training program for family day care mothers were utilized to meet the children's, parent's and caregiver's needs. This fall, our Child Development Coordinator

planned several in-service training workshops to help the director of a private, non-profit center whose teachers needed help in enriching their skills and whose budget did not allow for training services.

3. Technical Assistance

Last week, two young people and a church group consulted the Day Care Council for information about setting up a day care center--funding, licensing, incorporation, curriculum, etc.--and were put in contact with the State Licensing Agency, a lawyer and the local community college for curriculum help. Before they left, they browsed through the library in the Day Care Council office for further information and ideas.

4. Coordination and Planning

Based on the on-going information available from child care requests and a general awareness of economic and population factors and trends, the Day Care Council works with other agencies to plan for needed services and to focus every existing resource on the needs of young children and their families.

5. The Gathering Place - A Resource Center

In an attractive, economical environment where every wall, every shelf abounds with creative ideas for work with young children, the Gathering Place offers a library, a shop for discounted supplies, used toys and books, a loan closet of equipment and large toys, all sorts of trash to be converted into treasure, a workshop with tools for making simple toys, a box of ideas for using trash-to-treasure materials, and lots of caring people who recognize the value of every person in the child care network, from the family day care mother to the Ph.D. in Child Development, and who are willing to bend every effort to answer questions, gather resources and listen to problems.

6. Outreach

Through our Appalachian Rural Outreach Project, all of the above resources and supports have been extended to the rural areas of the County. One of our outreach staff recently made contact with various segments of a small rural community. Through her knowledge of the community and its resources and alert responsiveness to articulated community concern, a plan is being devised whereby parents, caregivers, Public Health nurses, community action people, trailer park owners, and the Day Care Council are working closely together to create a critically needed children's area for play and shelter in a crowded trailer park.

Not too long ago, in an evaluation of the Council's program for the the New York State Appalachian Child Development Project, Peter Sauer, from the Bank Street College of Education Day Care Consultation Service, made the following comments:

> "Too often programs like the Council's are described as necessary (and yet there are only a dozen or so in the nation), because of the lack of adequate programs in a community. In fact, even with enough day care programs to give everybody choices, programs such as the Council's would be greatly needed in every community as an integral part of any child care and family support program or community effort to maintain a child care and family support system."

Because of our firm commitment to this approach, we applaud the emphasis in the legislation on Child and Family Services Councils and urge that their role clearly include support to the broad network of children's services, private and public, formal and informal.

In conclusion, I want to thank you for this opportunity to share these concerns, to commend for your further perusal our informational brochure for parents and a more detailed description of our resource center, the Gathering Place and to invite you to come to Ithaca and see for yourselves.

DAY CARE AND CHILD DEVELOPMENT
COUNCIL OF TOMPKINS COUNTY
A free community service of the
United Way

Address: 329 North Geneva St.
(corner of Court and
Geneva)
Ithaca, New York 14850

Office Hours: 9:00 - 4:30
Monday - Friday

9:00 - 12:00
Second Saturday of
every month

Before or after hours:
Call 273-0259 and leave a
message or get the emergency
number from our recording.

In cooperation with.....
Area Day Care Centers
Nursery Schools
Family Day Care Mothers
(licensed and independent)
In-Home Sitters
Special Programs

What's a Parent to do?

What kind of care is available for my child while I work?

Can I find care for my child in someone's home; in my home; in a day care center?

What kinds of nursery schools are available for my preschooler?

Where can I find care for my school-aged child before and after school?

Where is there a Well Baby Clinic?

How can I find care for my child in an emergency?

Is there a school for my handicapped child?

Is there help available in meeting child care costs?

How can I be sure my child is getting good care?

How can I find out about jobs in day care centers and nursery schools?

Where can I get information about classes and workshops in child development?

What do I need to find out in order to care for other people's children in my home?

How do I go about setting up an informal playgroup?

LET US HELP YOU WITH THESE AND OTHER QUESTIONS ABOUT CHILD CARE.

Day Care and Child Development Council of Tompkins County: 329 North Geneva Street, Ithaca, New York: 273-0259

THE GATHERING PLACE

Day Care and Child Development
Council of Tompkins County
329 North Geneva Street
Ithaca, N. Y. 14850

Introduction

The Gathering Place is the embodiment of an idea, a concept based on sharing and mutual respect. In a society which promotes isolation and lack of personal interaction, the Gathering Place encourages cooperation, community and togetherness. In another sense, the Gathering Place acts against the image of a human service as a place where only those in trouble go to seek help; here, all people with an interest in children may come to share experiences, ideas and problems. The goal of the Gathering Place is to create a community of equals with a common bond: concern for the welfare of children.

Background

As an extension of the Day Care and Child Development Council of Tompkins County, the Gathering Place was initiated in 1971. The concept had been devised by Day Care Council staff, a group of day care mothers, nursery school and day care center staff, and an adviser from Cornell University. With the help of volunteers, the Gathering Place soon became an integral part of the Council in its effort to create centralized support services. From the beginning, it was recognized that a service for people must be cognizant of and responsive to the needs of those people. Therefore, representatives from all segments of the day care community (including parents) were appointed to the steering committee and encouraged to take an active part in directing the service and making known their requests for specific programs.

This factor was (and is) especially important with regard to day care mothers. In almost every case, the day care mother was found to downgrade her role in the child care community, to think of herself as a sort of long-term babysitter. She looked to nursery school and day care center staff as professionals, and she felt intimidated by their expertise. This lack of self-respect was further enhanced by community attitudes about day care in general. Day care services were regarded as unpleasant alternatives for the unfortunate woman who was forced to work, and those who provided these services were hardly considered gainfully employed. No wonder, then, that the day care mother found it almost inconceivable that anyone could be interested in her concerns.

A great deal of understanding was necessary to change the day care mother's state of mind. Various events (such as a dinner honoring day care mothers and the services they provide) were planned and implemented by the Gathering Place, and gradually a sense of belonging was developed. It should be emphasized that this is not a one-sided relationship. A feeling of self-worth and importance is, of course beneficial to the day care mother, but the knowledge and experience gained by these women in actual child care situations has been invaluable to the Day Care Council. A Ph.D. in Child Development is a marvellous tool, but it cannot substitute for practical experience. This point must be remembered by anyone wishing to establish a Gathering Place, for a patronizing attitude is a guarantee of failure.

In Tompkins County, eventual success in transforming attitudes led to many happy results, among them the formation of a Day Care Mothers' Association and a training program for new day care mothers in which the day care mothers were active participants in the planning and presentation of training sessions. The stage was thus set for a true community of equals, in which caregivers and other interested persons could learn from each other and work together in the effort to serve the needs of young children.

The Office, Staff and Volunteers

The office itself is a model for those who wish to create an inexpensive, safe, happy environment and are willing to invest plenty of elbow grease and ingenuity. Almost everything has been made from scratch or salvaged from the junkyard, yet the effect is a gay and attractive one. Some of the most successful ideas are:

- hanging plants in windows instead of curtains;
- an old bottle filled with various seeds and beans arranged in layers (kidney beans, rice, birdseed, corn, lentils, green peas) and transformed into a lamp base;
- tie-dye curtains made from old sheets;
- a macrame lampshade;
- cardboard covered with burlap to make colorful bulletin boards.

Of course the Gathering Place could not exist without a dedicated person or persons to run it. Most important is the Coordinator who orders supplies, handles accounts payable and receivable, maintains "trash to treasure" stocks, etc., etc. These responsibilities must be clearly assigned and efficiently organized if the Gathering Place is to be a reliable source. For years, the Coordinator was a volunteer who unselfishly devoted her time and energies to creating a successful operation; with the advent of government funding, she is now paid on a half-time basis. To help in the work, volunteers from other agencies and the community at large periodically sort donated items, mend toys and books, provide child care during Gathering Place events, and assist with bookkeeping chores. The staff of the Day Care Council also works on projects, events and displays, and it is imperative that each person be a caring individual who is responsive to the needs and concerns of the child care community.

Operation

The Store. The most visible function of the Gathering Place is the store which sells to day care mothers, nursery school and day care center staff, and teachers. A multitude of supplies are available at wholesale cost in an effort to prevent financial restrictions from hindering the development of good child care environments. A sample "shopping list" might be as follows:

1 set of felt marking pens, assorted colors

2 packages of multi-colored construction paper
1 bag of macaroni, assorted shapes
3 sets of watercolors
1 bunch of pipe cleaners
100 paper cups

Bought in quantity, such purchases result in substantial savings when compared to retail prices, and these savings may be used to buy a children's book or record. The service also provides a single location where a caregiver is sure to find all the items she needs -- and maybe a few she hadn't thought of but would like to try!

The sale of new and used toys and books brings in the only "profit" realized by the Gathering Place. This money is used to help defray operating costs such as postage. An estimate is made of the cost of the item and 1/10th of that amount is charged, with no price being more than $1.00. Volunteers help mend and sort the toys, and many a day care mother has expressed joy to find that 15¢ will bring a set of building blocks to the children for whom she cares. New play groups and centers often find some of the basic toys needed to begin their activities.

Loan Items. The Gathering Place maintains a supply of donated children's furniture and large toys which are available to day care mothers and can be "recycled" indefinitely. Items include cribs, play pens, cots, rocking horses, and outdoor exercise equipment. This service is a necessary one because a day care mother who is suddenly given the care of a six-month-old baby may not have the funds to purchase a crib. As another example, a child with motor problems may desperately need the muscle development provided by a large climbing toy. Inclusion of this service brings the caregiver to the one source she knows she can rely on to meet her needs: the Gathering Place.

In Tompkins County, the Day Care Council is fortunate to have in the vicinity a number of colleges as well as Cornell University. Instructors in design classes have been challenged by the prospect of developing large toys and exercise equipment for the loan closet. Cooperation is thus beneficial to both parties; the design classes have an imaginative, worthwhile project, and the child care community gains some exciting new toys.

Recently, some major pieces of equipment have been added to the items available for loan. An especially exciting new acquisition is a set of power tools for making wooden toys such as jigsaw puzzles and animal figures. A small workshop has been created so that safety precautions may be observed; this equipment serves as an ideal basis for a gathering where creative activity and discussion are happily combined.

Trash to Treasure. In the Gathering Place, "trash" is collected and given without charge to anyone who wishes to convert it into "treasure". These are common, household items which can be recycled with imagination and ingenuity. The idea has caught on, and it is not uncommon to see a visitor arrive laden down with a donation of egg cartons and oatmeal boxes. Some of the ideas generated by these apparently worthless items are as follows:

- Orange juice cans are transformed into pencil holders when covered with pretty paper
- Milk cartons become bird feeders if you cut a hole in them
- Styrofoam egg cartons are superb bean sprout planters
- Computer cards can be made into houses or used as sewing cards
- Paper towel rolls make cute animals if you cut them in the right pattern
- Popsicle sticks are ideal for simple puppet figures

The list could go on forever, and a lot of fun and good feeling can be generated by setting a piece of "trash" before a group of people and seeing what they can make with it. Also available in this area are discarded clothes which caregivers may have free of charge for use as dress-up articles -- always a favorite with children!

Library. For the benefit of both staff and visitors, a library is maintained which is divided into the following main categories:

Child Development
Day Care Information
Legislation and Finances for Day Care
Creative Activities and Play
Education and Learning

Along with a large collection of children's books, these publications may be borrowed for 4 weeks at a time. Since the collection is designed to appeal to a broad spectrum of readers, any suggestions for additions to the library are carefully researched and either a book or other form of information is found to answer the needs of the party. Bibliographies and lists of resources are maintained for perusal on a variety of topics, from child development and children's books to films, records and equipment catalogues. Also available for use within the office are bound periodicals which are of general interest, such as Young Children, Children Today, and Voice for Children. Certain popular, inexpensive publications are on sale (with no mark-up added); these include scrapbooks of ideas for children's play and non-sexist storybooks. For the caregiver and teacher who does not have the time to search the public library for relevant information, the library of the Gathering Place serves as a central resource where top quality, up-to-date publications are coherently arranged for her examination.

The Idea Box. In a prominent position in the office sits the Idea Box filled with all sorts of ideas on every imaginable child care subject -- games to play, toys to make, outdoor fun, nutritious and appetizing snacks that children can prepare themselves, exciting notions for growing seed plants, etc., etc. These ideas have been gathered from caregivers and parents throughout the community, and they provide a vivid example of creative sharing. Mimeographed copies of each idea are available to take

home and try. The Idea Box is a vital part of the Gathering Place, for it has been instrumental in building up the self-confidence of day care mothers. It can be quite thrilling for a caregiver to find that her recipe for home-made peanut butter has found its way into the Idea Box and will be used, for example, by a Head Start program. Another step has thus been taken toward creating a true community of equals.

Gathering Place Events

Four times each year, the Gathering Place holds an event also called a Gathering Place. At these times, special invitations are sent to caregivers, group programs, parents and interested citizens to come together for an expanded version of the day-to-day Gathering Place operations. Staff members are on hand to provide activities and snacks for the children, such as puppet shows, cookie decoration (and eating), fingerpainting and games. Caregivers are encouraged to stock up on supplies, and exhibits are displayed for all guests. Such exhibits are changed on a monthly basis, but the Gathering Place event is a special opportunity for those who may not visit regularly. Bulletin boards carry news of local, state and national developments in the child care field; shelves are filled with projects based on suggestions in the Idea Box; special displays on such subjects as dental health, making your own baby food, or planning a budget are provided (often by other agencies who realize that the Gathering Place is an excellent resource); and staff members are available to answer questions and guide guests through the offices. Visitors to the Gathering Place events have included representatives of every segment of the population as well as the expected members of the child care community, and out-of-County guests are always welcome to share in the fun.

Smaller gatherings occur on a regular basis whenever day care mothers, directors of group programs, nursery school teachers, etc. wish to meet in the offices. Any child care-related group is encouraged to use the facilities for in-service training, discussion or other types of meetings. Thus the office itself may be seen as a gathering place in many ways, as a common resource for all.

The Gathering Place as a Model

For those who may wish to establish their own Gathering Places, no three words can be more important than Respect, Understanding, and Sharing.

Repect

- for the vital role played by day care mothers in the community;
- for the value of group programs in serving children's needs;
- for the rights of parents to join in planning for their children's future;

- for each individual as a vital human being.

Understanding
- of the needs of all people for self-respect and pride;
- of the psychological pressures which may inhibit an individual's capacity to give and receive;
- of financial burdens which limit a caregiver's options;
- of the needs of children.

Sharing
- in plans for new programs;
- in gathering ideas for children's fun and development;
- in helping each other to a common goal;
- in a community of equals.

It should be noted that the Day Care and Child Development Council of Tompkins County involves more than the Gathering Place. The Council was originally established as a referral and information center which serves both caregivers and parents. Caregivers are listed with the Council, and parents are given a list of possible child care options which meet the needs of their children and situations. It could be that a Gathering Place which was not part of a referral and information center would be less successful. Certainly the integration of these services (as well as coordination and planning functions) has resulted in a happy mixture and a truly comprehensive resource center. Whatever shape it may take, however, a Gathering Place based on the principles outlined above is sure to bring a new dimension to any child care network and a lot of fun will be in store for those who participate!

The Gathering Place is a simple idea adaptable anywhere, any time. Money need not be a determining factor -- a bulletin board, a cup of coffee and two interested, caring people can be enough to develop close bonds and a spirit of cooperation. At the other extreme, the sky's the limit in terms of resources which may be made available. The Tompkins County model could be extended and expanded as far as the imagination might take it. Once an idea gets going, it grows and grows in exciting, surprising, rewarding directions. So long as plans are always responsive to the needs of those served, and the spirit of sharing is never lost, any community of equals -- any Gathering Place -- will be a vibrant success!

April 1974

ALLIANCE
of
CHILD DEVELOPMENT
ASSOCIATIONS
303 QUILL DRIVE EAST
SAN ANTONIO, TEXAS 78228

NEWSLETTER

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February 20, 1975

Mr. A. Sidney Johnson
Staff Director
Sub-Committee on Children and Youth
Care of Senator Walter Mondale
Old Senate Building
Washington, D.C. 20510

Dear Mr. Johnson

Our organization wishes to make written comments to your sub-committee in lieu of appearing in person at your hearing in Washington and Chicago.

In general, we feel that the Family Services Act is a much needed piece of legislation. We would like to point out that a number of provisions keep it from not being in the best interests of children and in consonance with the Democratic principles on which our country was founded. First, we do not feel that legislation should foster and perpetuate discrimination. Second, we feel that government monies should be spent in an efficient manner. Third, we do not feel that legislation should favor special groups in terms of government contracts and subsidies as opposed to the free enterprise system which generates significant amount of tax dollars.

States, regions of the country and even areas within the states differ considerably in the quantitative and qualitative aspects of child care. We feel very strongly that federal regional areas, states, and even locales within states must be given some authority to plan and operate programs best suited to child development, in solving local problems, and improving the well-being of families and children in general. We have developed a position paper which is attached. We hope you will give serious consideration to our statements.

Sincerely yours

Michael A. Zaccaria, Ph.D.
President

mab
enc.

Mr. CORNELL. I am sorry about the delay and interruptions. But I believe my reaction to our hearings today was put quite nicely by a member of the staff just a moment ago when he said: "This has been an excellent panel." I agree.

Ms. EMERSON. Thank you, Mr. Chairman, for having us.

Mr. CORNELL. The hearing is now adjourned.

[Whereupon, at 2:40 p.m., the subcommittee adjourned, to reconvene at the call of the Chair.]

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